MAY MIDMONTHLY

# SURVEY

JOURNAL OF SOCIAL WORK

PALO ALTO
PUBLIC LIBRARY
READING ROOM

## JUVENILE COURTS

Grace Abbott

## GROUP WORK

J. Stewart Burgess

## BOYS OUT OF INSTITUTIONS

Katherine F. Lenroot

PUBLIC LIBRARY

## SOCIAL WORK AND BIRTH CONTROL

Helen Glenn Tyson

## MISS BAILEY SAYS:

"They Don't Want to Work"

30 cents a copy 1936 $3.00 a year

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# New Books for College Courses

## RURAL SOCIOLOGY

*By* **John Morris Gillette,** *University of North Dakota*

The THIRD EDITION, REVISED, of Gillette's standard text for college courses in Rural Sociology will be published in May. About three-quarters of the material in this edition is entirely new. A broad new point of view has been introduced showing rural sociology as a constant process of adjustment of the whole population to land and natural resources. Explanations of the basic concepts of sociology have been expanded, and much new statistical and factual data incorporated. $4.50 (probable)

## PROBLEMS OF CHILD WELFARE

**George B. Mangold,** *University of Southern California*

The THIRD EDITION, REVISED, to be published in May, contains considerably more material on the agencies for child welfare work and on the present-day methods of child welfare work. The whole book has been thoroughly revised to be in line with modern conceptions of child welfare. It presents the only comprehensive study of child welfare suitable for text use. $3.25 (probable)

## WORLD IMMIGRATION

**With Special Reference to the United States**

*By* **Maurice R. Davie,** *Yale University*

Although the thoroughgoing discussion of immigration given here is mainly devoted to immigration to the United States, there is also considerable material on immigration to other countries, notably to the British Dominions and to Latin American countries. Unusually complete material is also given on the historical and cultural backgrounds of immigrants of various nationalities and races. To be published in May. $3.75 (probable)

**THE MACMILLAN COMPANY**

**60 Fifth Avenue, New York**

# IS HUMAN NATURE CHANGING?

In Europe today basic human hopes are finding new expression —dynamic, fascinating! See for yourself . . . EDUTRAVEL was created to present travel from this human point of view, to direct your eyes upon the *living* world! Note these 1936 examples:

**SEMINAR FOR SOCIAL WORKERS**

Under the personal direction of Dr. Frankwood Williams, well known mental hygienist, and of Harry Lurie, Executive Director of the Bureau of Jewish Social Research . . . including the International Conference of Social Work in England . . . with, thereafter, choice of a comparative study of social work techniques on the Continent, in Scandinavia, or in the Soviet Union

**POPULAR EDUTOURS**

Featuring a diversified selection of unusually attractive general European tours—with expert tour leadership guaranteed. Sailings by all lines.

*Write for booklets on these, or for the complete EDUTRAVEL program including "Summer Session in Sweden." Address Dept. SU-5*

**EDUTRAVEL**
*An Institute for Educational Travel*
535 Fifth Ave., New York, N. Y.

*Land tours in Europe in conjunction with Amerop Travel Service, Inc. (in U.S.S.R., in cooperation with Intourist, Inc.)*

# *For Public Health Nurses*

**And Lay Members in Public Health Nursing**

A combination subscription offer is now possible

**PUBLIC HEALTH NURSING MONTHLY**

The official publication of the National Organization for Public Health Nursing; the indispensable tool of all public health nurses.

Regularly $3.00 a year

**THE SURVEY**
**Twice-a-month, including Graphic**

The ideal background magazine for public health nurses. As the national journal of social service, it discusses community conditions and the social and economic changes and conditions in urban and rural communities.

Regularly $5.00 a year

**$5.50 for both**

Whether or not you are a member of the N.O.P.H.N., this bargain offer is for you.

Coupon entitles you to a saving of $2.50. Mail it today together with your check for $5.50 drawn to THE SURVEY.

---

THE SURVEY, 112 East 19th Street, New York.

*Enter me for a year of the Survey and Public Health Nursing. I enclose $5.50 (check or money order).*

*Name* .....

*Address* .....

.....

P.H.



THE SURVEY for May 1936, Vol. LXXII, No. 5. Published monthly and copyright 1936 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Street, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# THE SURVEY

MAY 1936 MONTHLY VOL. LXXII NO. 5

CONTENTS

FRONTISPIECE ..... 130

THE JUVENILE COURTS.....*Grace Abbott* 131

ALABAMA PUTS CHILDREN FIRST
*Judith Hall Gresham* 133

APPRAISING SELF-HELP .....*Udo Rall* 134

TWENTY-FIVE YEARS AGO IN THE SURVEY..... 136

SOCIAL WORK AND BIRTH CONTROL
*Helen Glenn Tyson* 137

BOYS OUT OF INSTITUTIONS..*Katherine F. Lenroot* 139

KINDS OF GROUP WORK.....*J. Stewart Burgess* 140

"THEY DON'T WANT TO WORK"..*Gertrude Springer* 142

THE COMMON WELFARE..... 144

THE SOCIAL FRONT..... 146

Security • With the WPA • Jobs and Workers • Personnel Practices • Among the States • Child Welfare • Professional • Medical Relief • Health Education • Schools and Teachers • The Public's Health • Adult Education • People and Things

READERS WRITE ..... 155

BOOK REVIEWS ..... 156

## SURVEY ASSOCIATES, INC.

*Publication Office,* 762 East 21 Street, Brooklyn, N. Y.

*Editorial Office,* 112 East 19 Street, New York
*To which all communications should be sent*

THE SURVEY—Monthly—$3.00 a Year

SURVEY GRAPHIC—Monthly—$3.00 a Year

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

PAUL KELLOGG, *editor.*

MARY ROSS, BEULAH AMIDON, ANN REED BRENNER, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, VICTOR WEYBRIGHT, *associate editors;* RUTH A. LERRIGO, HELEN CHAMBERLAIN, *assistant editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, HAVEN EMERSON, M.D., LEON WHIPPLE, JOANNA C. COLCORD, RUSSELL H. KURTZ, *contributing editors.*

MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

## SO THEY SAY

Let those who criticize relief provide a substitute or keep their mouths shut.—*Mayor La Guardia, New York.*

If you own the things that men must have you own the men who must have them.—*Edward Bellamy,* 1850-1898.

People sing in church just because it's Sunday morning.—*Rev. Robert W. Searle, general secretary, Greater New York Federation of Churches.*

Our knowledge of public opinion is largely limited to our private opinions of public opinion.—*Carl W. Ackerman, dean, Columbia School of Journalism.*

Organized religion can never be independent of the economic climate in which it lives.—*Rev. Jerome Davis, Yale Divinity School, in Common Sense.*

The things that men do to men are still mysterious and so are some of the reasons behind the doing.—*The late J. Prentice Murphy in Survey Graphic, March* 1933.

The loyalties demanded by domestic political organization are so compelling that politicians may scarcely preserve their own souls.—*Jesse S. Dancy in The Christian Century.*

There is no evidence that any social class has ever approached the limit of its capacity to produce eminent men.—*Joseph Schneider, University of California, in Social Forces.*

Some day the newly awakened realization that not even the earth is permanent unless one takes care of it will force us to control our floods.—*Dorothy Thompson in New York Herald Tribune.*

Even in mass relief almost the only thing that makes it tolerable is being treated as a person, not as a "cross section of the community."—*Anna Kempshall, New York Charity Organization Society.*

They [Americans] are beginning to learn that judicial decisions are not babies brought by constitutional storks but are born out of the travail of economic circumstances.—*Max Lerner in The Nation.*

The mere winning of a victory over the opposition does not solve the problems of democracy. Democracy, to be successful, must do more than that. It must also win the opposition.—*Edward A. Filene, Boston.*

How do you reconcile a world that has produced this mighty ship [the Queen Mary] with the [Glasgow] slums we have just visited?—*Edward VIII of England, as quoted by Lord Melchett to the Institute of Metals.*

It is not the theoretical knowledge that the teacher has, but the way in which she has faced the problems of her own life that reacts on the child for good or ill.—*Dr. C. Macfie Campbell, professor of psychiatry, Harvard Medical School.*

It is not the letter of any treaty that is sacred. It is lawful procedure, what the American revolutionists called "a decent respect for the opinions of mankind," that is sacred if there is to be anything but anarchy in human affairs.—*Walter Lippmann.*

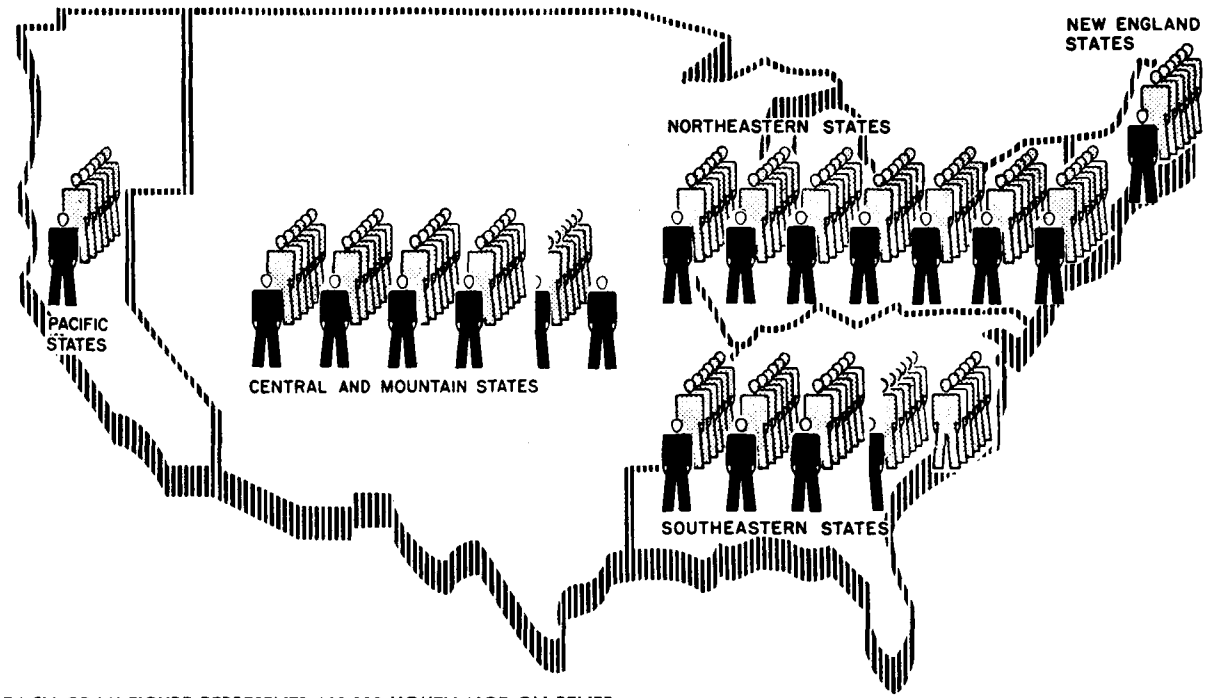
A police department properly directed possesses facilities and opportunity to aid in the prevention of delinquency far beyond those possessed by social agencies. The patrolman is inherently socially minded.—*Edward P. Mulrooney, New York State Commissioner of Correction.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# YOUTH: SIXTEEN TO TWENTY-FOUR

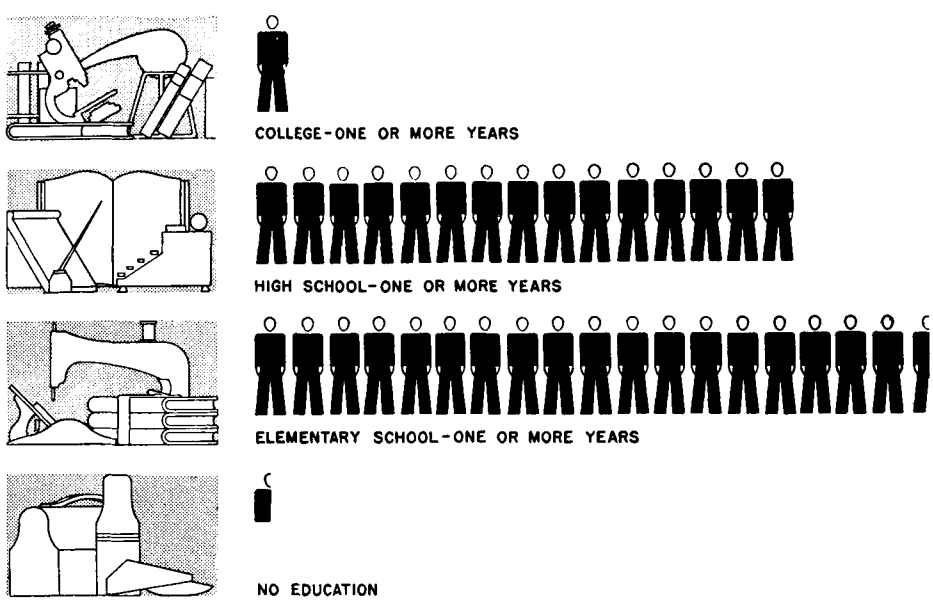
## REGIONAL DISTRIBUTION

YOUTH NOT ON RELIEF AND ON RELIEF




EACH GRAY FIGURE REPRESENTS 160,000 YOUTH NOT ON RELIEF
EACH BLACK FIGURE REPRESENTS 160,000 YOUTH ON RELIEF

## EDUCATION OF URBAN RELIEF YOUTH




EACH FIGURE REPRESENTS 50,000 YOUTH ON RELIEF

FROM YOUTH ON RELIEF, NYA BOOKLET, 1936

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

MAY 1936

VOL. LXXII NO. 5

# The Juvenile Courts

## A generation of experience in difficulties encountered or created, points toward a new community agency to treat young delinquents

By GRACE ABBOTT

IN creating a new bureau to aid in the adjustment of delinquent children, Mayor La Guardia of New York apparently has decided that a generation's experience with juvenile courts indicates that some new community organization is needed for the prevention and treatment of juvenile delinquency. Whether the form of organization initiated in New York, [see page 149] with direction lodged in an inter-departmental board, will be successful or not, the evidence of the need the Mayor has attempted to meet cannot be denied.

In considering this evidence we must go back to the beginning of the century when it was believed that special courts, the so-called Childen's Courts or Juvenile Courts, would better enormously the treatment available to juvenile offenders under the old criminal law and also would be instruments of real progress in the prevention and cure of delinquency. But the studies made of the courts during the first two decades of the century showed very discouraging results. All these earlier investigations pointed out the importance of improvement of the auxiliary service—probation, clinics, and so on, of more types of care for children removed from their homes, and of more intelligent use by the judges of all the community resources. Except for an excursion into the problem of predicting success with the types of treatment now used with delinquents, the Gluecks, whose study of the results of the work of the Boston Juvenile Court revealed such a high percentage of recidivism, made the same general kind of recommendations. They did not suggest that a new and different form of community organization was needed in addition to and, in part, in place of the court. A review of the experience of the past quarter of a century seems to the writer to warrant such a conclusion.

This is not to say that we were wrong in creating juvenile courts or that they have not been of service to children during these years. The dynamic idea of the courts was that they would cure rather than punish—a task regarded as not difficult twenty-five years ago, but one for which, as experience showed, our knowledge of human conduct and our traditional methods of treatment were quite inadequate. The courts have unquestionably helped many individual children. Even more important, they have solved the legal problems involved in what was a revolutionary change in viewpoint about crime and delinquency, and have brought the public to accept the ideal of prevention and cure as the one toward which our efforts must be directed. Through the years, the courts have made available information about the wrongs society has inflicted on children and have furnished an opportunity, otherwise lacking, for the study of the individual delinquent. The question now would seem to be what types of cases, if any, could be handled more successfully by some other agency.

AS treatment agencies for conduct problems, juvenile courts encounter or create fundamental difficulties. This we did not know until study of the mental and emotional life of children enlarged the boundaries of our knowledge about the causes of delinquency.

The first of the difficulties springs from the fact that the juvenile court judge, except in a few very unusual instances, comes to his duties with no training or experience in the great majority of the problems that come before him. Judge Charles W. Hoffman, of the Court of Domestic Relations, Cincinnati, has estimated that in some 90 percent of the cases involving delinquents brought before the juvenile courts, the facts are not in dispute and there is no contest as to what should be done with or for the child. The question in this 90 percent is what the court



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

should do with a boy who has been stealing, or staying out all night, one who is troublesome or a truant at school, or who is a neighborhood bully, tormenting or injuring other children. Or, a question perhaps even more difficult, how can the court help the girl who has had irregular sex relations and is in conflict with the standards of her home and society? Only some 10 percent of the cases, says Judge Hoffman, involve decision in disputes as to custody, commitment and so on, and hence present an "issue" for the judge to settle. Here his knowledge of the legal rights of parent and child is necessary, and for this part of his work he can be said to have been trained. But his legal training, his experience in private practice and in political and civic undertakings cannot be said to have prepared him to decide the cases of 90 percent of the children brought before him. His understanding of the conduct problems of children and experience in their treatment when he begins his term in the juvenile court is that of the average layman and no more. The belief, generally held when the first juvenile court laws were passed, that if the judge approached the problems of the children brought before him as a "wise and kind father" he would be able to direct their interests into new channels and to reform them, no longer prevails. We have discovered that the "wise and kind father" is not an expert in the treatment of delinquency. Then the theory was advanced that the judge would arbitrate between specialists. Occasionally this is necessary and juvenile courts have done it successfully.

The difficulties which flow from the very fact that the juvenile court is a court have been pointed out for the last twenty-five years. A court, we have learned, however changed in procedure and objectives, remains a court. Parents, teachers, and many social workers hesitate to turn to it for help until the conduct problems of children seem to be "serious." They have fundamental feelings about "laws" and "courts" which make it seem unfair to the juvenile to take him to a court until it is "necessary" and then it is often too late to make a change in the behavior pattern which the juvenile has developed. We have come rather slowly to the conclusion that the conduct problems of children should be attacked before they become "serious."

SOCIAL workers now realize that, even with trained probation officers, a good psychiatric clinic, and a judge who is intelligent about the value of psychiatric and social treatment, the court—because it *is* a court—makes more difficult the successful treatment of many delinquents. In other words, while a court may sometimes be regarded as of positive value in impressing the child and his parents with the seriousness of anti-social conduct, "fear" and "authority" are not the roads to an understanding of the causes of delinquency or the correction of conditions in the home, the school and the neighborhood which are contributing factors in delinquency. On the contrary fear is often the cause of delinquency and the desire to resist constituted authority is a common cause of misconduct. When delinquency can be traced to these causes the court and its authority becomes an aggravation, not a cure.

Studies of individual delinquents have shown that sometimes, because of his tendency to dramatize his conduct and relationships, a child may enjoy and want to repeat instead of to avoid another court experience. Such a child is not awed by the fact that he must go before a judge; he enjoys having judge, parents, social workers and others considering what shall be done with him. On the other hand, the court experience is to some children an added humiliation, another evidence of failure which retards the development of the self-respect and self-confidence which are necessary for recovery. Professional exploration of the causes of a child's delinquency, the patient discovery of ways in which he can be helped to a better adjustment, securing his voluntary cooperation in the treatment which seems indicated, are important to success. The court has nothing to contribute in diagnosis or treatment that any social agency could not provide unless the traditional position of authority is considered useful. Experience in recent years indicates that tying up treatment with the court will, at least in some cases, mean failure where success might otherwise have been possible.

THE 10 percent of cases, estimated by Judge Hoffman, involving compulsory commitment, under our traditions must go to a court for decision instead of to an administrative agency. In this connection, however, it may be noted that in the Scandinavian countries, where juvenile courts have not been created, official child welfare councils have for some years decided even such questions as removal from parental custody and commitment to institutions. It should also be noted that in Russia and Mexico, a group of experts—an educator, psychiatrist, social worker and lawyer—constitute the court and decide on the treatment; but these experiments are very recent and no scientific appraisal of results is available. Certainly, experience in this country shows that in view of what we have learned in recent years about the mental and emotional problems of children we should not ask a judge to decide what should be done for the very large percent of delinquents who require not legal but psychiatric and social treatment.

In the opinion of the writer this should be the function of neighborhood centers to which parents could turn for help in child training, just as they have learned to turn to child health centers for guidance in the physical care of infants and preschool children. For the youngest age groups—especially those of preschool age—the psychiatrist and psychiatric social workers should be attached to the child health center, since at this age, conduct problems are more clearly related to health problems. As a practical point child health centers are already organized, at least in cities, and mothers have learned to consult them. For the older children the services of psychiatrist, psychologist and social worker especially trained in the treatment of conduct problems, are also needed. If neighborhood health centers serving adults as well as young children are ever developed, the center for juvenile guidance might be housed in the same building. A frequent suggestion is to use the public schools.

If we undertake to make the school the community agency for this work we shall find fresh difficulties. This is not to minimize the usefulness of the school in making easy or difficult adjustments for children. Anyone who attempts any work in this field comes back to the fundamental importance of the school. It it clear that more kinds of schools, more individualization of the school program, smaller classes, more teachers who have the qualities necessary for leadership, are all needed. Probation officers and specialists in conduct problems cannot hope to succeed if children are under teachers who do not understand their



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

problems or are unwilling to cooperate in the treatment suggested by specialists. Success will be very difficult also if the schools have so limited a curriculum that the special needs of individual children cannot be met.

Undoubtedly specialists in conduct problems will some day be attached to schools and to social agencies, and in time parents, teachers, and social workers will have more knowledge and understanding of the mental and emotional life of children. Most important of all, parents, it is to be hoped, will have a scientific attitude toward conduct problems and they will not be "ashamed" to consult a specialist.

But there are reasons why some agency other than one attached to the public schools is needed. First, since conduct problems often begin in the preschool period or are recognized only after the adolescent has left school, the schools do not reach all the children and young persons who need help. Second, large numbers of children are in the parochial schools, a fact which involves practical difficulties not to be overlooked in combining such a center with the public schools. Third, misunderstandings between teacher and parent as well as teacher and child are a common source of trouble. Assuming that the schools make every effort to resolve these difficulties, nevertheless an outside agency, consulted voluntarily by the child and his parents, may succeed in unravelling them and securing cooperation which the schools alone cannot secure. Parents want their children to make a good record at school and some parents will therefore hesitate to reveal to a school agency the home problems which would, they feel, handicap the child in school. That some children will fear the effects of complete candor in a school clinic is to be expected. The school, like the court, represents "authority" and therefore may create fears which are contributing factors in conduct disorders. Children who enjoy defying authority find satisfaction in defiance of school authority. While a psychiatric clinic attached to a school would seek a voluntary, cooperative relationship, the school background makes this difficult.

If the public schools have, as some now do, psychiatric research centers which assist the teachers in dealing with conduct problems, the number of children who will need the help of an outside agency will be greatly reduced but there will always be school children, as well as juveniles who have left school, for whom the services of a center such as has just been described will be needed.

There is, of course, no absolute answer to the question of what community agency is best adapted to a purpose. There is, however, some evidence as to difficulties that can be avoided or are created by certain types of organizations. It is on such evidence that whatever science there is in public welfare organization is built. In this brief statement the evidence has been indicated but not canvassed.

# Alabama Puts Children First

By JUDITH HALL GRESHAM

*Director, Bureau of Child Welfare, Alabama Department of Public Welfare*

IT was not by lucky chance that Alabama's plan for child welfare services under the Social Security Act was the first of all state plans to be accepted by the Federal Children's Bureau. For sixteen years Alabama had had a state agency related specifically to child welfare with the county as the unit of social planning. When in August 1935, the State Child Welfare Department expanded and broadened its functions into a State Department of Public Welfare, children's services were organized in the sixty-seven counties. These services continued uninterruptedly under the Bureau of Child Welfare within the new department.

It was not only a plan therefore which Alabama submitted to Washington for child welfare services under Title 5, Part 3 of the Social Security Act; it was a going concern with a background of sixteen years of development, and with experience pointing toward profitable strengthening and extension.

The Alabama plan has its beginning in the field staff of the State DPW, nine of them, who go into the counties as representatives of the Department in all matters pertaining to social welfare administration, including of course the child welfare program. Unfortunately nine field workers, carrying some six counties each, are not enough. Schedules are too heavy and visits to the counties too brief and infrequent. Supervision of case loads must of necessity be sketchy and unsatisfactory. It should be added however that the difficulties are due not to the system but to the lack of personnel. Supplementing the field representatives are two case consultants, trained and experienced in the children's field, who divide the state between them. They are on call by the field workers to go into counties for specified periods of time to advise and consult on children's cases with the county director.

Demonstrations have a large place in the Alabama plan accepted by Washington, notably in the development of community organization and recreational facilities, never sufficiently accented in the state. Three selected areas of three counties each, all strictly rural and all areas of need, will be used for demonstration purposes in the development of social resources, with special stress on recreational facilities as a deterrent to juvenile delinquencies. At the same time general child welfare activities will be emphasized and efforts made to work out sound interrelationships for all services to children as well as to arouse public awareness of the needs of children. A special worker is assigned to each of these areas. In three rural counties, one to an area, intensive case work for children will be demonstrated with an especially trained and experienced case worker attached to the county welfare department. Each of these workers has a fund of $100 a month, appropriated by the state, for use in special cases.

Special services to Negro children are provided by the plan. A Negro consultant on children's cases will be added to the field staff to serve all the county offices, and a community worker and a Negro case worker will develop a demonstration in an area of four rural counties in the so-called Black Belt. This case worker likewise has a fund of



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

$100 a month to draw on. Interested Negro citizens have been consulted on this phase of the plan and the program is ready to go forward with their advice and counsel.

Although the statute which created the Department of Public Welfare provides for a Bureau of Mental Hygiene, funds do not permit its establishment at this time. But, because now is always a good time to begin almost anything, an effort is being made to start something that will be at least a step in the direction of establishing a statewide mental hygiene program. Accordingly, a psychiatric social worker is to be attached to the Bureau of Child Welfare who will have a small case load of children under the direct care of the Bureau and who will counsel and advise, so far as her time permits, the special workers in the demonstration counties.

As an additional general leverage on developing the whole state program, the Alabama plan calls for the earmarking of a definite sum to bring in specialists in children's work, to advise and assist the permanent staff.

Alabama had the necessary legal framework in which to meet the terms of the Social Security Act as it relates to child welfare services; it also had organization and a long experience in approach and in methods. What it lacked and still lacks is money. Its difficulties, and it has them, are not inherent in the principles of the organization or of the program but in the lack of funds to do a thoroughgoing effective state-wide job. The child welfare program has gained general public acceptance throughout the state and has not suffered under the reorganization of the welfare services. Of the total of $99,000 appropriated for the State DPW, $84,000 was designated for the Child Welfare Bureau, which was hard on the other services but was an indication of the extent to which the state holds child welfare work to be essential. Under the Security Act, Alabama is entitled annually to $44,842 of federal money for its child welfare services—$18,684 for the present fiscal year ending June 30. Given the extent of the problem in the state and the lack of resources in many of the counties, all available funds put together are wholly inadequate to the needs of Alabama children. No one knows this better than the staff of the Child Welfare Bureau. Its satisfaction therefore is not in the extent of what is being done, but in the fact that the framework of organization has shown itself sound and capable of expansion and that the successive steps of development are in the direction of progress. The challenge of the whole job of meeting the needs of Alabama's children, their health, education, living and working conditions, still remains. But the goal is clear.

# Appraising Self-Help

By UDO RALL

*Director, Division of Self-Help Cooperatives, Federal Emergency Relief Administration*

ALTHOUGH there have been sporadic attempts at organized self-help during previous depressions, the idea has never before gained the momentum nor reached the point of crystallization of the present self-help movement. This latest manifestation of human ingenuity and courage in the face of threatening destitution began in the first years of the present depression with the barter scheme of swapping idle man-power for surplus crops in the vegetable and fruit belts of the West. The story of how this self-help idea caught the imagination of the unemployed in various parts of the country, how it blossomed out into large unwieldy associations, was exploited by local politicians and was forsaken by disappointed followers who had hoped to find in it an easy means of getting a living, has been told before in *The Survey*. Despite many setbacks and changes some of the old self-help groups have survived and new ones have come into existence, so that the number of active groups is probably larger at present than at any previous time, although the average membership per group now comprises only about seventy families.

Federal aid to self-help cooperatives was authorized under the 1933 Relief Act. It was given largely in the form of small money grants for the acquisition of light equipment and for operating capital since the members of these groups were generally too destitute to have any operating funds of their own. The grants were expended under the direct supervision and responsibility of the respective state emergency relief administrations but in conformity with regulations established by the Federal Emergency Relief Administration. With the passing of ERA programs this policy of federal grants-in-aid on behalf of self-help cooperatives is being discontinued. While in most instances the self-help groups still have some unexpended balances of grants on which to draw, they realize that they are now entering upon a new phase and that they cannot hope to survive much longer unless their activities are conducted on a self-liquidating basis.

By October 31, 1935, a total of $2,831,413 had been granted by FERA to twenty-six states and the District of Columbia for self-help projects. However, only $1,636,594 of this sum had been expended and obligated at that time. This expenditure, for which the groups were still able to show assets in equipment and inventories valued at $1,142,040, had resulted in reported relief savings of $2,280,017. On a basis of comparative cost, therefore, the program has more than justified itself.

The value of goods and services received by members of these self-help cooperatives during the same period amounts to $3,114,237. This means that through their participation in these activities the members were able to get benefits worth about a million dollars beyond what they would have received if dependent entirely on relief.

It is difficult to estimate the total number of people benefited by this self-help program. On October 31, 1935 there were in operation 215 groups that had received federal aid. Their reported active membership amounted to 14,614. This does not take into account about thirty groups that had been discontinued previous to that date for one reason or another. While most self-help cooperatives have a fairly steady nucleus, there has been in the past a considerable turnover in membership, particularly among the younger



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

participants. Disregarding the huge memberships in some of the western groups at the time when federal aid was first made available we can estimate conservatively that at least 30,000 workers with their dependents, or more than 100,000 persons in all, have benefited through this program at one time or another.

In private industry and agriculture, the average capitalization per worker employed is between $1000 and $1500. Self-help cooperatives started out with practically no resources of their own and were dependent on federal aid for their capitalization. On the basis of current membership this federal aid has amounted to about $200 per member, and on the basis of total membership over a two and a half year period it is only about $100. However, since more than one third of the funds granted had not as yet been put to work by the end of last October, the actual capital investment against which results to that date must be checked is much smaller. No private entrepreneur would expect to start or keep going on any such basis.

BESIDES suffering from under-capitalization, most of the self-help cooperatives were further hampered by lack of business experience, by the difficulty of building up a membership representing the variety of skills needed for their proposed activities and by restrictions as to the marketing of their products. Despite these and other limitations we find, by comparing the grant funds expended with the value of existing equipment and inventories plus the value of goods and services received by members, that each federal grant dollar expended has resulted in value exceeding two and one half dollars.

It is interesting to note that several state legislatures have thought so highly of the value of these efforts in self-help that they have allocated state funds for further development of the program. California has contributed $50,000 a month for several months and was willing to make an even larger contribution if it could be supplemented by additional federal funds. The state of Washington has allotted $100,000 of state funds, and the State Department of Public Welfare is now giving technical advice and supervision to twenty-seven self-help groups scattered over the state. Utah, by Act of its Legislature, has set up a State Self-Help Cooperative Board for the purpose of sponsoring the growth of such activities, and has set aside $40,000 of state funds as a first allotment for this purpose.

In order to insure continued sympathetic supervision and satisfactory control over the expenditure of remaining grant balances, upon discontinuance of state emergency relief administrations, benevolent semi-public corporations have been formed in several states where such responsibilities could not be taken over adequately by state welfare agencies. Funds from federal grants are no longer advanced to the groups exclusively as gifts, but largely as loans for the operation of specific projects that hold reasonable promise of becoming self-liquidating. In states with a number of self-help groups such as California, Washington, Utah, Idaho, Alabama, Missouri and Michigan, the groups have begun to federate and to establish central clearing and warehouses through which the production and exchange activities of the different groups are coordinated.

The difficulty of providing sorely needed cash income is still one of the chief stumbling blocks. To that difficulty, largely, must be attributed the inability of many groups to retain the younger and more efficient workers. Although the recent shift from grants to loans obviates most of the objections formerly put forward against cash sales, the relatively high production costs of most self-help cooperatives necessarily restrict their cash outlet to items of a more or less noncompetitive nature and to the processing of food crops and raw materials peculiar to the area.

On the whole, self-help cooperatives in large cities have not been very successful. Large-scale industrial production could not be fostered by the Administration for obvious reasons. Salvaging and "chiseling" could hardly be expected to provide a rounded subsistence. The production of such basic necessities as food and fuel requires contact with the soil which city groups found it difficult to establish. Their outstanding contribution to the self-help program was the obtaining of shelter for their members by repairing neglected houses in lieu of paying rent. The Organized Unemployed of Minneapolis, the Dayton Cooperatives, the Emergency Exchange of New York, the Barter Association of Philadelphia, have all failed to survive. The several self-help groups located in Los Angeles are essentially suburban in nature. The Unemployed Exchange Association (U.X.A.) of Oakland found it necessary to shift its center of operation into the timber region and to look to lumber production as its major activity. Only the Citizens' Service Exchange of Richmond, Va. is carrying on as ever with undiminished vigor, due to the unusually able management of Amy Guy and the solid backing it receives from social agencies and a group of leading citizens.

Small towns and rural areas have offered the most fertile field for a self-help movement. Membership in these groups consists generally of needy agricultural workers and small farmers with a sprinkling of white collar and light-industry workers. Women usually take a prominent part in these rural and semi-rural self-help groups. Truck gardening, sewing, fuel woodcutting, and the operation of a commissary are activities common to most groups. They are often supplemented by a shoe repair shop, a beauty parlor, a lunch room, or some other service activity.

IN one of the South Atlantic states a promising fisheries cooperative has been organized, with modern storage and processing plants in several communities along the state's shore-line. After a few months' operation it is already practically self-sustaining and provides a regular outlet for the catches of several hundred fishermen, most of whom were formerly on relief due to the disorganized conditions of their industry. A similar enterprise is under way in the Upper Peninsula of Michigan, where the cessation of copper mining has left a large stranded population. A coordinated program of agricultural, fishing, forest and tourist-catering activities combined in one large self-help cooperative is expected eventually to furnish a decent living to about a thousand needy families.

Local business men are generally very sympathetic to such self-help efforts and give freely of their time and experience to assist and advise the groups in their activities. This is particularly true of small towns and rural areas where advisory committees often include the mayor, the local banker, the secretary of the Chamber of Commerce, the owner of the largest store and other leaders in the community. They realize readily the advantage of having people with insufficient income—or none—provide for their needs through cooperative productive effort rather than fall back upon the relief agencies for support. Intelligent



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

leaders of organized labor also have come out in favor of self-help cooperatives since they see in such a program a means of absorbing some of the jobless industrial workers, thereby reducing, at least to some degree, the over-supply of workers competing at all costs for available jobs.

During the past year the consumer cooperative movement has become somewhat interested in this step-child of a poorly coordinated society and it now seems likely that at least some of the surplus products of self-help cooperatives, such as graded canned goods, brooms, cosmetics, and some articles of clothing, will be given preference in the purchases of consumer cooperative wholesales. At the same time, such a tie-up with the national cooperative movement should prove of great educational value to those self-help groups that, in their struggling, groping attempt at organized self-help have caught an inkling of the true meaning and import of cooperation and hope to find economic salvation through cooperative principles and methods.

There is little likelihood that these self-help cooperatives could ever grow into a self-contained economic system, as has been advocated and prophesied by different social theorists; nor would such a development seem particularly desirable. But it is to be hoped, and it seems likely, that a number of these groups will continue to grow in effectiveness so that they can provide permanent rehabilitation to those of their members for whom private industry has no longer any need but who still are able and willing to work.

Just how many self-help cooperatives will survive this emergency period will depend largely on how well the organized cooperative movement realizes its opportunity to nurse to fruition these stray seeds sown in a time of severe economic upheaval. Regardless of any future failures or successes, however, the self-help movement has been decidedly worthwhile, and the federal administration's relatively small investment in the program has brought unusual results. Not only has it cut relief expense in excess of its cost, but it has provided thousands of people with many necessities which they, having no buying power, could not have obtained through the regular channels of trade. It has produced new wealth that would not otherwise have been created. It resulted in the conservation of crops that would otherwise have gone to waste. It has built up the morale of the participants by showing them a way to employ themselves usefully and productively, at a time when society apparently had no use for them. It has put new hope into the hearts of many technologically displaced and superannuated workers faced with the ugly prospect of permanent unemployment and permanent dependence on public charity. And, finally, it has furnished data and experience that should prove helpful to any private or public agencies desiring to assist groups of underprivileged workers in trying to rehabilitate themselves.

# Twenty-Five Years Ago in The Survey

**May 1911**

"PUBLIC health is quite as important to the community as public education and we shall some time have free doctors as well as free teachers, leaving the private doctors, like the private schools, for the few who can afford them and prefer them."—Frederic Almy, Buffalo Charity Organization Society.

AT the annual meeting of the New York City Conference of Charities and Correction "something in the nature of a right-about-face in the attitude of philanthropists was shown by the interest and support given Mrs. William Einstein's plea for municipal outdoor relief for widows,* deserted families and the families of tubercular persons. . . . Frank Tucker moved a resolution for a careful study of the subject by a committee."

**New York's Board of Child Welfare law, for widows' pensions, was enacted in 1915. Mrs. Einstein was a member of the first New York City Board.*

AT a meeting in New York under the auspices of the Intercollegiate Socialist Society, "Victor Berger the first socialist representative outlined his course in Congress. . . . The next bill will be for an old age pension of $4 a week for all over sixty years of age who have been resident in America for twenty-one years or over and who have earned an average wage of or over $1000 a year."

THE annual meeting of the Playground Association of America, held in Washington, had "real play on the program." In a baseball game Joseph Lee, president, played right field, and Howard Braucher, executive secretary, center field. Robert K. Atkinson, field worker, was the catcher. Mrs. James J. Storrow of Boston, Beulah Kennard of Pittsburgh, Charlotte Rumbold of St. Louis and others, "played ring games and danced the Highland Fling."

"A CLUB house for young men in trouble has been opened in Brooklyn."

GEORGE E. VINCENT* of the University of Chicago became president of the University of Minnesota, succeeding Cyrus Northrup. "Mr. Vincent is one of the men, dear to Americans, who is 'bigger than his job.'"

**President of the Rockefeller Foundation, 1917-29.*

"CHICAGO is outdoing itself in its child welfare exhibit and conferences." The exhibit was opened by Cyrus H. McCormick, Jane Addams and Judge Julian W. Mack. Dr. Richard C. Cabot of Boston was the featured lecturer.

"A REPRESENTATIVE of the American Federation of Labor has no more business to be affiliated with men . . . who are honestly and conscientiously endeavoring to promote the welfare of this nation . . . than has a tarantula a rightful place on the bosom of an angel."—John Kirby, Jr., in presidential address at annual meeting of the National Association of Manufacturers.

"THE city of Philadelphia has practically achieved the solution of the urban housing problem in America so far as the type of house is concerned. . . . It is hard to conceive how homes which more perfectly satisfy the needs of our urban population could be devised."

AT the annual meeting of the Connecticut State Conference of Charities and Correction "charity societies were urged to enquire into the working conditions of girls in families to which they give relief. . . . There is little doubt that a great number of these go on the street."

"A BOMBARDMENT of 25,000 pieces of printing was required to make the city of New Britain, Conn. as 'clean as an Easter lily.'"



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Social Work and Birth Control

By HELEN GLENN TYSON

CHILDREN born of parents who have always practiced family limitation are growing up. Youngsters are in highschool, even in college, whose births were planned for, saved for, and eagerly desired. Planning for the next baby is as accepted today in many groups as is any other manifestation of intelligence, prudence, and an harmonious family life. Even the younger children take family-planning for granted: "Mother had three boys, but she wanted a girl, too, so she had me"; and again, "Another baby was pretty expensive—we saved all last winter for the hospital bill, but he certainly is worth it now".

Young America, or rather, upper and middle class young America, accepts birth control, for the most part, as naturally as votes for women, college education for girls, or any other product of a past age of struggle on the part of women to gain control of their own lives. To the discerning young college girl of today, Margaret Sanger's heroic battle on the question in 1916 seems as far back as the Civil War, the issues quaint and unreal.

During the last twenty years superstitions and prejudices against birth control have withered under the clear light of scientific research. Women are not "punished" by sterility for practicing contraception; in fact no case is on record where contraception under informed medical supervision has had an unfavorable effect on the health of the mother or on her fertility when she later desired a child. On the contrary, the favorable effect of planned pregnancy on the health of both child and mother becomes increasingly recognized.

Figures from unbiased sources show that family desertion, juvenile delinquency, maternal and infant mortality have a direct relation to the size of the family. The best obstetricians are agreed that even in higher income families too frequent pregnancy or an excessive number of children undermines the health of the mother and lessens the child's chance of survival. Maternity is known to be dangerous when a mother is suffering from various types of illness, such as nephritis or tuberculosis. Twenty-five percent of maternal deaths reported by the maternal mortality survey in fifteen states were due to abortions. So the story runs; and during recent years psychiatry has added its more subtle evidence in regard to family difficulties long familiar to social workers. Case studies of unhappy, maladjusted children frequently reveal records of mismated parents, one child born too soon after another, or of births at a time of severe economic stress or emotional strain.

The positive correlation between a low deathrate and a low birthrate has long been recognized by students of problems of population. The claim that the race becomes "decadent" when the birthrate is controlled is at variance with the experience of England, Sweden, or Holland. In these countries where the practice of family limitation is accepted, moral standards and family life are certainly on as high a plane as in countries like Italy or Spain where birth control is forbidden by law and tradition.

All these facts, and many more, are common knowledge. But the mores change slowly, almost imperceptibly. Knowledge of practices that families in higher income groups may have long recognized as beneficial filter down to the lower income groups unevenly, and with many blockings on the way. Whole areas of our population are still only vaguely aware that there need not be "another mouth to feed" until there is not only sufficient food, but warmth and shelter and the security of parental love.

A few years ago a dozen mothers from Turtle Creek, a depressed industrial district in Allegheny County, filed into my office. Every one of them carried a bulky newspaper package, which they unwrapped to show a sorry array of broken, worn-out children's shoes. The little owners had been shut in the homes while the mothers brought in their shoes, in the hope that actual proof of their children's need might induce the "government" to meet it. In every family there had been a "depression baby," and the baby shoes were the most dreadful of the lot; cheap hand-me-downs, of papery leather, some with the ends cut out so that the little toes could go on growing. As we talked together about the problem of shoes, one woman told of her doctor's warning that "another baby would kill her." One mother had lost a baby the year before; "there was no coal, and he got pneumonia, but of course he is better off." Another of the group was "expecting"—her husband is a mental patient, well-known to half a dozen agencies in Pittsburgh. All of the families had been on relief for many months, all had been visited dozens of times by relief workers.

BABIES must have shoes; America cannot claim to be civilized while any child suffers for the necessities of life. But the contention, on the part of certain groups, that the plight of these overburdened mothers should be ignored while we are reorganizing our industrial and social life, is as irrational as refusing to throw out a life line to women drowning in a flood while the community is developing adequate methods of flood control.

Birth control advocates have sometimes been criticized for laying too heavy an emphasis on the need for offering contraceptive information to families on relief. There is justification for this emphasis; statistics taken from independent studies made in ten cities, and quoted widely by the press, show a birthrate in relief families 50 percent higher than in comparable families not on relief. In 1933, 250,000 babies, a quarter of a million, were born in relief families. And back of this economic emphasis is an unanswerable fact. Birth control information is a class privilege. It costs money. It is freely available in most parts of the country for those who can pay for it, but denied to thousands who cannot. Even with the phenomenal growth of clinics during the depression (a total of 240, with ninety new ones opened in 1935) no community has yet knit this type of care into its whole child saving program, along with provisions for pre-natal care, baby clinics, and health work of the pre-school child.

The "rhythm" theory, published under ecclesiastical approval in 1933, is making rapid headway among Catholic families. Its use costs no money. Unhappily, however, it



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

cannot be applied in families where contraception is most needed; that is, where the parents are ignorant and illiterate, or the husband is cruel and abusive, indifferent to his wife's health and his children's happiness. Nor has this theory as yet been medically established as successful on a scientific basis. The very fact that it has Catholic approval, however, marks a great step forward in frank recognition of a human need, and narrows further discussion to a question of which method of family limitation to choose, in contrast with a condemnation of all methods.

In the light of cumulative testimony as to the beneficial result of birth control, it has seemed strange that the very workers daily in close contact with sick and overburdened mothers as yet have not taken more active leadership, as a professional group, in the movement. There are, of course, individuals and agencies that have been courageous exceptions. The late Prentice Murphy, for example, was for years on the advisory committee of the Philadelphia League. A number of other outstanding social workers, including Eduard C. Lindeman and Helen Harris of New York, and Joel Hunter of Chicago have lent their names and their influence to the work.

It is noteworthy that Hull-House was the first settlement to welcome a maternal health clinic. In New York, Madison House opened its doors to a clinic in 1930, and fifteen other philanthropic agencies have followed suit. They include settlement houses, a health center, a parish house, a family society and a day nursery. In Philadelphia a YWCA gives room to a clinic; and the national YWCA has approved the movement. In some cities family societies pay for the clinic service. These include, for example, the Jewish Family Welfare Society of Pittsburgh, the Jewish Social Service Bureau and the United Charities of Chicago, and the New York Association for Improving the Condition of the Poor.

PRIVATE agencies, on the whole, have been more progressive than public, although the policy varies with the agency. In some agencies the executive says frankly that he does not dare bring the question before his board, but that staff members are permitted to direct individual mothers to the clinics. Among a number of public agencies, at least in the East and the Midwest, the question is taboo. One of the largest city departments has issued strict orders that the workers shall not mention the address of the clinic, even if a woman begs for it. In others there is an understanding, though usually no one knows from what source it emanates, that staff workers are forbidden to give the address. California seems to have been more progressive in the matter; some time ago the city health commissioner of Los Angeles instructed clinical physicians and the nursing division to refer patients in need of instruction to the twelve clinics operated by the Health Department. As early as 1923 a session on birth control was held at the California Conference of Social Work.

For many years state and local birth control leagues have sought a place in the various state and national social work conferences. Pennsylvania broke ground this year when Eduard C. Lindeman addressed the state conference on Birth Control and Social Planning. In the past, other state conferences have opened their programs to the subject—notably Michigan, where the conference voted to further the work of the thirteen clinics in that state. Last year the New Jersey State Conference of Social Work passed a resolution endorsing the use of "scientific contraceptive methods." The Maine Conference recently passed a similar resolution. In Delaware the council for the Maternal Health Clinics includes representatives from the Visiting Nursing Association, the Anti-Tuberculosis Society, the Delaware Committee for the Feeble Minded, and others. In Indianapolis, clergymen, social workers, and physicians refer patients to the clinics. These are only a few straws which show how the wind is blowing. It is a strong wind. The American Birth Control League can hardly keep up with the increasing demand for help in organizing clinics, with requests for speakers to address interested groups, and with the flood of inquiries that pour in.

WE used to say, in the suffrage movement, that opinion changed only in one direction. No one ever "backslid" after a conversion. But with social workers there is little need of conversion to birth control. Almost everyone begins his remarks on the subject with "Of course I believe personally in birth control—" And of course they do; count the social workers with five children! What is needed now is action, not opinion. Only within recent years have social workers begun to think of themselves as a group for social action. They are beginning to "register" on certain types of social legislation, on state and national relief policies, and on questions of public welfare administration. We must grant, however, that they have usually been articulate on matters relating to technical administration rather than on basic questions of social change. Eduard C. Lindeman points out, in *The Birth Control Review,* that this timidity in "speaking out" is due to the fact that social workers have not yet attained a high degree of professional security. To quote, ". . . social workers respond to a complex set of standards and controls. They do not always know with precision whose authority serves to formulate their policies. . . ." Uncertain as to status and policy social workers, like the courageous professor of philosophy, are "willing to follow the discussion no matter where it may lead," but often hesitate to translate attitudes into social action.

Maternity wards throughout the country always have under care gravely ill women who have made a desperate attack on their own bodies to avoid motherhood. Abortion is known to be most common among mothers of four or more children. Hundreds of women who die from this cause are conscientious and devoted mothers, who are unwilling to increase the deprivations of the children they already have. Years ago in the University Hospital in Philadelphia a woman who was dying said to me, "I have no regret. If I live, I will do it over again. I will never bring another child into a home like mine." She left four children, and an amiable alcoholic husband who wept bitterly at her death.

Science has found a way to keep such mothers alive, to cut down the number of baby deaths, to increase the happiness of marriage. Social workers, who claim above all other professional groups to be interested in the preservation of family life, must meet this issue. We cannot longer pass the responsibility to others, coming in faint-heartedly where the work is "accepted." Our responsibility is clear; to aid in organizing clinics, in clarifying legislation, in presenting the need to laymen, in "registering" our convictions where they count. It's a good fight, and it's ours.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Boys Out of Institutions

By KATHERINE F. LENROOT

*Chief of the Children's Bureau, U. S. Department of Labor*

WHAT corrective treatment in an institution does to young people, in terms of their later life, was long a matter of more or less haphazard speculation. The past ten years however have seen various efforts to arrive at definite measures of the effect of institutional treatment in terms of success or failure in life outside.

Taking its cue from recent important studies on this line the Children's Bureau undertook in 1931-32 an investigation of the plants and programs of five state institutions for delinquent boys and a study of the subsequent careers of 751 boys who had been out of the institutions for five or more years. The study was planned by Agnes K. Hanna of the Bureau and Prof. Harrison A. Dobbs of the University of Chicago. It was developed by Alida C. Bowler, then of the Bureau's staff, who, with Ruth S. Bloodgood, prepared the report. Institutions for study were selected as generally typical of standards in various parts of the country. They were: Whittier State School, Whittier, Calif.; Boys' Vocational School, Lansing, Mich.; State Home for Boys, Jamesburg, N. J.; State Agricultural and Industrial School, Industry, N. Y.; and Boys' Industrial School, Lancaster, Ohio.

That part of the study which described the programs of the institutions was issued last year. [See *The Survey*, June 1935, page 181.] The second part, analyzing the results of institutional treatment is in press. It does not of course furnish a final measure of results, but rather attempts to measure the prevalence of certain factors in the lives of delinquent boys and the extent to which they had been able to make satisfactory adjustments subsequent to their institutional experience.

In considering the findings of the study, it must be borne in mind that between the time the boys were dismissed and the time the institutions were visited by the Children's Bureau field staff, changes had been made. In some the physical plant had undergone improvement; in others academic and vocational training had been modified to meet individual problems. In some instances attempts had been made to improve the extent and character of parole work, although this was, at the time of the study, "one of the weakest links in the chain of treatment activities."

Of the 751 boys who had been released within the time period selected for study, 623 were located and interviewed. They ranged in age from nineteen to twenty-eight years, at the time of the interview. In the majority of cases six or seven years had elapsed since the last placement on parole, and in some cases eight or nine years.

What had been the fate of these boys?

Without attempting to sum up here a statistical report of some 150 pages, it is possible to select salient findings which shed light on the needs and characteristics of these boys and the extent to which they were met.

The background of the majority was the familiar one of poverty, urban life in a bad neighborhood, poor living standards, school retardation, truancy and early conflict with the law. Of 585 boys for whom age at first court appearance was reported, sixty-three were under ten when first in court as delinquents; the majority ranged from eleven to fourteen years. Only ninety had not appeared in court before they were fifteen years old. The majority had been in court one or more times before commitment.

In California, nearly three fourths of the boys remained two years or more in the school, whereas in Michigan and Ohio more than two fifths remained less than a year.

About 85 percent of 587 boys for whom records of school attendance were obtained had attended school while in the institution, although only 45 percent were in school during their entire institutional stay. The heavy incidence of school retardation and truancy among the boys, prior to commitment, indicated that the institutions are confronted with problems which the public schools in the boys' home communities apparently had been unable to solve. This suggests the need for experimentation with curricula and teaching methods, as well as for teachers especially fitted by training and temperament to deal with difficult individuals.

Equally clear was the indication of need for adequate trade training. Of 619 boys for whom records could be obtained on this point, more than a fourth were not assigned to any so-called "trade" during the training period. Among the types of training, agricultural activities led, although only 6 percent of the boys had been living on farms before commitment and might be expected to live and work in rural communities after release. The next largest group was assigned to the tailor shop, with the print shop and the laundry next. Much of the training given was based on the maintenance and production needs of the institutions, rather than on the boys' abilities, interests, aptitudes and probable opportunities for employment on release.

SOME of the interesting data in the study relate to parole. They should be of much value to institution executives, who, at the expiration of every boy's training period, face the problem of placement for the boy they sought to train. It seems unreasonable to expect that with so short a period of training under a controlled institutional environment a boy in this formative period, without more preparation of the home and more help after release than was available through the parole system, could be so changed and strengthened as to be able to resist or to ignore the influences that so recently had contributed to his unsatisfactory behavior.

The lack of information as to whether the homes had improved while the boys were in the institutions is to be regretted, as it would be significant in evaluating treatment. The general impression the investigators received was that little change had been effected or even attempted by the social agencies in the boys' communities, by the officers of the institutions, or by the two working together. In certain institutions emphasis is now being placed on attempts to improve home conditions.

Although the age at which the boys were first paroled



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

varied considerably in the five institutions, the majority were between fourteen and eighteen years. Of the 623 boys interviewed, 483 were paroled only once, and of these 413 were paroled to their own homes and twenty-four to relatives. Ninety-nine boys had been paroled twice, twenty-seven had been paroled three times, and eight were paroled four times. The frequency of release to families in which standards were poor and to neighborhoods that were bad, was a striking fact.

Many parole officers expressed the belief that placement in any home other than that of the boy himself is unwise for a boy of the age of those included in this study. No matter how poor the home, if there is any family feeling at all, or any one person to whom a boy is attached, he is almost certain to leave a foster home to return to his own. If the parole officers are correct in this belief, here is an added reason for attempting to improve the boy's own home before he returns to it. This would demand much closer working relations between the institution, the juvenile court, and the family and child-welfare agencies than had been developed at the time these boys were under treatment.

Other interesting data had to do with the employment of the boys after leaving the institutions. Of 609 boys for whom this information was obtained, 49 percent got their own first jobs; 25 percent were aided by their families; 17 percent by parole officers; one percent through employment agencies; and 8 percent through other sources. Only four boys were reported to have been unemployed ever since leaving the institution. In short these boys did not seem to have the benefit of any intelligent or helpful placement service. The general impression of the field agents was that employment was largely a matter of chance; and that the boys continued to drift until they found a job in which they were reasonably contented, or else became so restless that they were practically unemployable. Only 7 percent of the boys had made primary use of the training received in the institution. Almost two thirds claimed never to have made any use of it, and the remainder had found it useful to some extent. Of the 440 boys for whom weekly earnings were reported, a large proportion had remained at a very low economic level.

Records of convictions subsequent to the first parole were found in 58 percent of 621 cases. Evaluating outcomes on a broader basis led to the conclusion that 35 percent of the boys seemed to have failed entirely to make the hoped-for adjustment to community life. An additional 33 percent had achieved adjustment of such doubtful character as to make it very uncertain whether the community could count on having no further difficulty with them. This is not a record with which any institution could be satisfied. It immediately suggests that a thorough examination of the treatment methods in vogue at the time these boys were in training might reveal some of the weak spots.

ONE of the challenging aspects of institutional work today seems to lie in the fields of education, training, and vocational guidance. In view of the present employment situation it is not easy to determine just what plan is best to follow in attempting to fit these maladjusted boys for self-support and productive life after release, but it is a question to which all such institutions need to give their best thought. There is no doubt that changes are needed.

It is also obvious that institutional programs need to be examined thoughtfully in relation to what they are doing to prepare a boy to make a wise choice of ways to fill his leisure hours when he is returned to community life. Unless the recreational program of the institutions has features that will serve the boy after his release it is missing its greatest opportunity.

The findings of the study in regard to parole, education, training, vocational guidance, and recreation, indicate clearly the necessity of individualizing treatment plans and adapting them to the requirements of each boy, and the need for close cooperation between the work of the institution and that of the other community agencies.

The study will fail in its purpose, however, if it does not increase appreciation of the wide range of capacities and circumstances represented in the lives of these boys. Each one should be thought of as an individual heavily burdened during the difficult period of adolescence by problems, often not of his own making, with urgent needs —common to us all—for interesting and worth-while activities, affection, recognition, and sense of achievement.

# Kinds of Group Work

By J. STEWART BURGESS

*Chairman, Department of Sociology, Temple University, Philadelphia*

SOME one has humorously suggested that group work has arrived at the stage of the creation of a new vocabulary, that we are in for a new technical jargon to enable us to make more precise definitions and fewer rough and ready distinctions. May the terminology not terminate creative thought in this newly discovered but very ancient field of social work! Or shall we call it "education" or "education—recreation"? Protagonists, take your sides!

When social workers talk about group work they do not always put the same content into the term. This is true even when we assume the broad preliminary distinctions between work for aggregations of people, such as mass education or mass relief, and concentrate on the smaller more intimate interrelationings which are the accepted field of group work.

The groups that group workers deal with roughly fall into three categories, according to the fundamental purpose which the group is intended to achieve. Here we are clearly in the field of subjective interpretation. Since this is so, let us take our conning tower frankly from the angle of the promoters. What do they wish to achieve by and through the group?

There are at least three broad objectives which group



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

LIBRARY
READING ROOM

workers have in mind in founding, promoting or fostering group activities:

The individual therapy of group members.
The achievement by group members of a pattern of behavior deemed desirable.
The achievement by means of group activities of some social and affecting areas beyond the immediate interests of group members.

While any one group—say a boys' club in a settlement—may at times be the instrument to achieve any or all of these ends, it is convenient in speaking of group work to make these broad distinctions in the central aim of a particular group. The choice of functional ends will largely determine appropriate means and instruments, and will be a beacon light to the path leading to that end.

IN a recent discussion of the meaning of group work with settlement, YWCA, and other workers, it soon became apparent that the vital interest of most of them was in the group as an instrument for releasing energy and as an effective mode of personal integration of the individual group member. Somehow group contacts often do this. We are told that some expert case workers who find their clients failing to attain satisfactory personality adjustment will send them to a club to see what the group contacts may do for them. It can perhaps do no harm and may do some good.

Were social workers as familiar with sociology as with psychiatry, as familiar with Cooley, E. W. Burgess, and Kimball Young, as with Freud, Adler and Ranke, and as interested in the analysis of that organic unity known as a group as with that known as an individual, what the group does to the individual would not appear to be such a mystery—although mysterious enough, for as Dewey has pointed out, communications are of all phenomena the most mysterious. Not only is there a clearly defined sociological concept of the person in terms of the process of achieving status in the group, but there is a sociological interpretation of the self which shows the social conditioning if not creation of the self. Mark Baldwin, Herbert Meade, and others have thrown light on this relationship. The individual achieves personality through group contacts, the self is the product of group experience.

From whatever frame of reference we view this problem, there seems to be agreement among social workers that the group experience of certain types is effective in individual therapy. It is sometimes held that certain types—such as the neurotic with too much super-ego—love to participate in group activities, but are the most likely to break up groups by their excessive zeal; that those with too much ego need the experience of groups but are the hardest to get into them. By the same token, the Scouts may be doing a fine job for many boys, but may repel the ones that need most what they have to give. Obviously the Scouts' chief aim is to create a pattern of behavior of a definite kind, not to set up a group as a therapeutic agency to salvage maladjusted individuals. Such an aim would conceivably require a lack of emphasis on the group pattern and a concentration on the particular device to readjust the maladjusted—be it interpretative dancing, music, painting, poetry, nature study, or bird lore—to the sacrifice of a fixed program.

Another approach to this question is the interpretation of personal adjustment in terms of wishes or desires. In the case of W. I. Thomas' four wishes (for security, for new experience, for response, for recognition), it is obvious that all of these require a social or group milieu for fulfillment. Group work programs may be roughly evaluated in terms of the measure of fulfillment given to these wishes through group experience.

A second type of group work concerns itself with the use of the group as an instrument to create certain types of group members. The processes of group relationships may be so arranged that the interaction of leader and led, member and member, will turn out a certain type of person—be he a "good Christian," a "loyal citizen," a "cooperative member of society," a "creative personality," a "social radical," or a "good scout." Whether we adhere to rigid indoctrination and regimentation or to the freer development through the social interaction of creative personalities, we have in mind the type to be achieved, insofar as the group is an educational instrument to achieve a pattern of behavior in the lives of people.

The third type of group is the one directed to changing the social order, altering the social setting, reforming society. An example of this kind of group is afforded by the Philadelphia YWCA, which, concerned with altering conditions in industry, moved through some eighteen clubs in industrial branches to interest the girls in knowing their legal rights and in understanding the labor movement. Here clearly a by-product might be personal adjustment, and a certain type of person, the ardent reformer, might be created but the central objective of the group was to change social conditions.

IT would seem evident, that techniques and programs will vary considerably according to the purposes of the group. It is obvious also that group workers of whatever type need new understanding of the organic process of group life. Here, the average case worker is lost completely. She knows the complexes, inhibitions, psychoses, and so on, of the individual and she knows the terminology of psychiatric case work. But the processes of the group are usually an intangible and largely unknown field. The psychiatrist, in his discussion of cases, frequently will ignore the group relationships. Grace Coyle, in her book, Social Process in Organized Groups, has done pioneer service in elucidating these processes, more complicated and intangible than individual processes, but nevertheless involving sequence of relationship and systems of interaction of profound significance to the group worker. For example, the group considered as a unity of interacting personalities, as an organic whole, is subject to the processes of group formation, differentiation of function, achieving status, leadership and followership, cooperation, competition, conflict, socialization, achieving esprit de corps, and disorganization. These processes, if understood, may be utilized by leaders interested in any of the three types of group work. The facts of interrelationship in a group add something that no amount of analysis of individuals one by one, can discover.

A needed preliminary to a clearer understanding of the tasks of the group worker would seem to be the breaking up of the field into at least three types of groups, a clearer view of the different objectives of these groups, and the knowledge of the processes within group life.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# "They Don't Want to Work"

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *There's always more to a job refusal than meets the naked eye. For example, what about the man who—*
>
> *Turned down a job because his feet hurt him?*
> *Refused work because his wife would be too lonesome without him?*
>
> *Wouldn't work near the state hospital because a fortune teller had told him to "keep away from crazy folks?"*
>
> *Scorned a pick and shovel job because it might cost him his political face?*

"BUT surely there's more to it than that? A man with his good record doesn't turn down a job just because his feet hurt?"

"Well, that was the only reason he'd give. His wage would be as much as the family gets on relief so it looks to me as if he just doesn't want to work."

Young Miss Reese inspected her finger nails and Miss Bailey, gazing at her across the desk, wondered if this girl would ever learn to see more in human beings than meets the mere naked eye.

"Have you seen the family since this happened?"

"Oh yes, I was out there yesterday. He had his feet in a tub of water—probably guessed I would turn up—and had a temper like a bear. He bellowed at his wife, and at me too, till I walked out on him. One of the children overtook me at the corner and told me not to mind, it was just one of Papa's spells—he'd be all right when he could get around. I'm sure I didn't mind, but jobs don't wait and I don't think a big husky man ought to turn one down just because his feet hurt—or be kept on relief either—do you?"

"What is the matter with his feet?"

"I haven't the least idea. I couldn't be expected to look at them, could I?"

Miss Bailey's pencil tapped a design of minute dots on the memo pad in front of her. "What is his job assignment?"

"Road work—out beyond the cemetery."

"But that's miles of walking every day—besides the work itself."

"Surely that isn't my responsibility; I didn't assign him."

"Miss Reese," Miss Bailey snapped the point off her pencil and didn't care, "has it ever occurred to you that there are reasons why people do not behave the way you expect them to, and that there is a quality of imagination and a capacity for deduction that is as necessary in this work as the ability to climb stairs and fill out a record card?

"You say this man won't work because his feet hurt. Do you think he was sitting with his feet in a tub of water, on a nice spring day like yesterday, just because he liked it? Did his raw temper convey nothing to you? Did the child, saying this was a 'spell', give you no clue that it had happened before; that there may be a disabling condition there that the doctors have a word for even if the family hasn't? Did it cross your mind that the conditions of this job—the long walk beyond the car line—made it impossible for the man to take the assignment that came when he was having a 'spell'?

"Now don't look like that. I'm not really biting your head off. Maybe this man is a malingerer. I don't know, but neither do you. You assume he is, because he didn't do what you expected him to do. But you haven't found out why he didn't; and if you knew why, his refusal might take on quite a different aspect to you.

"I'm not saying that every last man who turns down a possible job is a hundred percent justified. But I do say that it is our obligation to find out what is behind each one before we toss him off as 'a won't work'. The dear public does enough of that; let's you and I be a little more discriminating about it.

"Now about this man Gibson. Suppose you see him again tomorrow or next day and ask him to come in here as soon as he can get around and we'll see what we can do about another assignment. Have his wife come along if she wants to, and you try to be here too. I have a hunch that what he really needs is a doctor. But let's find out."

THERE is probably no phase of relief that has afforded so much dinner table gossip as job refusals. Everyone has a pet "They won't work" story that travels faster and farther than the facts which have been revealed by careful checkups. The FERA studied alleged job refusals in private employment in six different communities, urban and rural, all rife with rumor. Of 603 cases that were investigated, only twenty were found that were clearly unjustifiable refusals to work. The rest divided roughly into three groups: those who were permanently or temporarily incapacitated for the specific kind of work offered; those who on account of defective procedure of notification had not reported for work as directed; those who found or felt themselves unable to meet the conditions of work. In the last group were people who could not provide care for invalids or young children left alone; who were unwilling to jeopardize their union status by accepting sub-union wages and those who passionately "would rather starve" than submit to the long hours and small pay which they believed, not unreasonably it seemed, exploited their desperate condition. In the last group are found most of the cases that provide gossip fodder and sensational headlines.

"One of our troubles in getting at the bottom of a job refusal," said a worker in a midwest city, "is the fact that we don't speak the same language as the client, and don't have the time or take the trouble to find out what lies behind his statement. We have a lot of sharply definitive terms which he doesn't get at all, while he uses terms that seem foolish to us. I'm thinking of our Fred Muller, a simple sort of man, not very bright, who told us he couldn't take a job because his wife was too lonesome without him. A good many inexperienced workers would have hit the ceiling at such an alibi—the couple had been years married,



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

had several children and until the depression the man had worked steadily. It seemed a bit late for clinging-vine stuff. But this worker sensed something behind the 'too lonesome' and presently, under her careful questioning he told how his wife cried all the time when he was away and didn't get along so well with the children. He was afraid to leave her alone with them, afraid she'd 'harm' them, and herself too. Clearly the woman was in a serious mental state, but the only word the distraught man had for it was 'lonesome.'

"What did we do about it? We got him to agree to send her away for treatment, and got WPA to put in a woman from its visiting housekeeper project to look after the children while the mister is working. He's getting along fine now and in another couple of months his missus will be ready to come home. But what a mess it might have been if we had taken his 'lonesome' at its face value."

THE extent to which fears and superstitions influence people, even to the critical point of refusing desperately needed work, has been a disquieting revelation of the times.

"We can understand fear of uncertainty and of insecurity," said a supervisor, "but when a man or woman accepts disadvantage on account of a fear that has no basis in reality we find it hard to be patient. We had a man the other day who refused to work because the foreman of his gang had red hair—said his mother had been scared by a red-headed man and that he was marked; red heads were unlucky for him. We had a few things to say, but he persisted and finally we switched him to another gang where he has worked steadily and well.

"Another man wouldn't work on the state hospital grounds because a fortune teller had told him he must always keep away from 'crazy folks.' He got all white and shaky when we tried to talk him out of it, so we decided that maybe the fortune teller knew him better than we did, and got him on another project.

"Then there was the girl who turned down a job sorting cards because her mother wouldn't let her work for a man. So far as we could judge, that girl would have been perfectly safe anywhere, but we didn't go into that. We got her reassigned to another office that had a woman manager and everybody was happy. I don't suppose we'll ever know the story."

Sometimes fears that actuate job refusals are of another sort—fear of loss of face for example.

"It is pretty hard to lay down rules where pride is involved," said a department head of long experience. "The best we can do, given the pressure under which we work, is to try to see behind the front, to estimate the false and true and hope that we don't do too much damage. I'm reminded of our Jimmy Wheeler, who glorifies himself as a political power in his neighborhood though we've never seen any evidence of it. He'd been a laborer all his life and it was only when he fell into unemployment that he began to fancy himself in a political role. All his high and lofty talk didn't land him a job, however, and apparently his neighbors never knew that he, like them, was on relief. When he was transferred to a pick and shovel, WPA job he fairly burned up. Said he could never hold up his head again if he wasn't at least a foreman. How much prestige he had to lose we never knew, but things being as they were it was pick and shovel or nothing for Jimmy. He finally gave in, but he's a very much abused man."

The pros and cons of withdrawing relief from clients who have left or refused jobs in private industry are sometimes so complicated that in a few cities the relief agency has set up a citizen board to pass on difficult cases. In Philadelphia the Job Refusal Committee, made up of citizens prominent in business, labor organizations and local government agencies, and including a psychiatrist, has been operating for a year with results that make for good relations with the community as well as with the clients. The committee has two general definitions within which it operates:

An offer of employment will be considered bona fide when both the wage offered and the number of working hours required are the going wages and hours in that industry, provided the working conditions are in accordance with the Board of Health regulations and that the performance of duties does not impair the beliefs (religious or other) of the employe.

Reasons for refusing work or leaving employment will be considered justifiable whenever work offered or required cannot be classified as bona fide employment; the physical abilities, previous training, or experience of the employe are not in line with the position offered; the performance of duties will impair the health of the employe or his possibility of returning to his lifetime vocation.

When a client refuses or leaves a job the investigator, with these definitions in mind, obtains a complete signed statement from him and from the employer. In many instances these statements so illuminate the situation that the district office is able to come to a decision. If the validity of physical disability is involved the case is submitted to a doctor who acts as a medical referee. When the issue is confused and controversial, the case is presented to the committee by the worker in charge who, in the discussion, is more or less cross-examined on the case history behind the statements of client and employer. Naturally the experience and special knowledge of the committee members also come in, in appraising the bona fides of both client and employer. If the employer has shown himself recalcitrant in cooperation, the client gets the benefit of the doubt. According to the findings of this committee, weighing the social, economic and personality factors involved in each case, relief is given or withheld.

The hue and cry about relief people who won't work has been out of all proportion to the numbers of clear-cut cases of refusal. In fact, say the social workers, there are so few clear-cut cases that no generalizations can be drawn from them. "Follow a refusal far enough, come clean yourself of prejudice and irritation, weigh well the reasoning capacity of the person concerned and only once in a blue moon will you find a case that is not open to a reasonable interpretation of what constitutes a justified refusal."

*WELL over 30,000 of the three pamphlets, Miss Bailey Says . . . each including eight of the articles in this series, have been sold. A fourth one is now ready. Thirty cents each, the set of four for a dollar, postpaid of The Survey. Reduced quantity rates on request.*



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# The Common Welfare

## The President's Opportunity

NOT since state and local relief broke down in 1932 and the new Roosevelt administration took over the heavy end of the load through the FERA, has unemployment relief been so undependable as now and so full of gaps, taking the country as a whole. On the one hand, there has been conflict and criticism over the WPA since the burden was split in two last year and work projects were hurriedly installed to take over the so-called employables as the federal share. The widespread charges of their political manipulation are not merely the outcroppings of a campaign year. The roots go back to the amendment of the original bill putting appointments at the favor of whichever party in any district is seated in Congress. On the other hand, state after state has side-stepped that share of the obligation left to them—for direct relief; or thrown helpless people back on old poor-law districts, bankrupt in funds and laggard in responsibility. Illinois, for example, last month reverted to township administration. Taxpayers, balking at huge federal figures and upset by bond issues and tax levies closer at home, have become vocal. "Where is it to stop?" they ask. Meanwhile, as in New Jersey last month, it may have stopped already, so far as the unemployed themselves go. The occupation of the state capitol at Trenton could not have been organized by the militant Workers Alliance except for the fear and uncertainty to be found among hundreds of thousands of unemployed families the country over who for the most part are as yet inarticulate.

The President, himself, in his relief message of March 19 [see *The Survey,* April 1935, page 99] intimated that "further plans and policies" might be necessary. In his Baltimore speech of April 13 he went further, indicating that unemployment may not prove a temporary phenomenon in this country to be treated indefinitely as an emergency. More than one governmental official has admitted that, failing a pronounced pick-up in employment, a new approach must be made to the whole problem. Yet, given the exigencies of a campaign year, and the pulling and hauling over the billion and a half dollar works program bill, now pending, it is dubious if any further action can be looked for until the new Congress meets next January —beyond what now looks like muddling through.

Meantime evidence multiplies of public reaction which, if it continues, may result in thrusting all unemployment relief back to the level of the poor-law dole. That danger is enhanced because the public lacks any broad-scale pattern it can turn to as an alternative to the improvisations of the past five years.

Here would seem to lie the President's opportunity: to appoint a small authoritative non-partisan commission, outside his official family, financed to hold public hearings, to assemble the human and financial realities of the situation, and to develop recommendations for a long range policy which would comprehend public assistance, the social security program, work supply and the employment services. Such a commission, working through the summer, would hold out hope to people who now see only loose ends and chaos ahead. It would give the new Congress, when it meets next January, something tangible and sound from which to approach our national responsibility toward reemployment and the relief of destitution.

## Hard Times and Cooperation

THE phenomenal recent growth of cooperatives, especially in the Middlewest [Meet the Co-Ops, by Bertram H. Fowler, see *Survey Graphic,* January 1936, page 27], has received a stimulus from an eastern, though not an unexpected, source. Edward A. Filene, long active in the organization of cooperative credit unions throughout the country, announced recently the organization of the Consumer Distribution Corporation, with a capital of one million dollars, to promote the organization of cooperative department stores. As a leading American merchant Mr. Filene speaks with authority when he says, "Distribution is now our basic economic problem." The new corporation is not a holding company, but will act rather as a service for locally owned and operated cooperative stores, handling centralized buying, conducting research, and providing expert assistance in management, public relations and the like. "The depression has convinced me," Mr. Filene declared in announcing the step, "that a system of retailing, to be effective now, must be a system in which the customers are not only securing every possible assistance from the distributors but in which they know that all the profits are to be theirs." Effectiveness of retailing, in turn, could help cut the "tremendous wastes of traditional merchandising" and so promote the buying power of everyday Americans. In the inability of consumers to buy what manufacturers can make, Mr. Filene sees the root of hard times.

## The Next Hundred Years

NEW YORK CITY has just celebrated the two-hundredth anniversary of its municipal hospital service, started in 1736 when a place for the sick was set aside in the "Publick Workhouse and House of Correction." Dutch and British heads doubtless wagged over this innovation. Like other social safeguards, both public and voluntary hospitals have had to push their way against inertia, lack of funds and often downright opposition. This two-hundredth anniversary, in fact, finds increase of hospital service under fire in the New York State Medical Society, where a committee report charges some "hospital corporations" with "exploitation" of the profession and urges doctors to organize to hold their own.

That resolution is a symptom of the country-wide ferment over distribution of medical services. The Ross-Loos Medical Group in Los Angeles [see *Survey Graphic,* June 1935] has been cleared, by the Judicial Council of the American Medical Association, of the charges made against them by their county and state medical associations; the Council's sweeping decision found that all principles of jurisprudence were violated in the "trial" and expulsion of Dr. Ross and Dr. Loos by their peers. In Cincinnati,



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

however, proposals for group medical services on a prepayment basis have been defeated recently, by vote of the local medical body and in Philadelphia by a ruling that the state insurance law, written for a different purpose, forbids them.

There was a bright spot in New York City's Bronx a fortnight ago when official and voluntary health and social agencies and doctors, dentists, pharmacists and others joined hands in an educational campaign to promote health and prevent disease. The costs of preventive service are largely met by government and philanthropy. When it comes to distributing medical care and new ways of paying the doctor we face an era no less controversial than that instituted by the Workhouse ward two centuries ago.

## New Housing Bill

IN early April Senator Robert F. Wagner introduced his long anticipated housing bill into the U. S. Senate —a bill hailed by one housing expert as the most comprehensive and intelligent housing measure yet put before the American Congress.

The bill provides for a permanent independent body, to be known as the U. S. Housing Authority, empowered to make loans and grants to state and local public housing agencies, and to private limited-profit housing agencies, for low rent and slum clearance projects. For the first time standards are definitely set and such terms as low rent housing, slum clearance and low income groups defined. Thus, the bill aims to make certain, among other things, that its provisions would not result in undue competition with private enterprise.

Total funds which the bill would make available are $976 million over a period of six years—$376 million direct appropriations, $100 million as loans from the Reconstruction Finance Corporation; the remaining half billion to be obtained from the sale of the Authority's own bonds. In contrast with the present policy, the bill provides for immediate decentralization of operation—although there is provision for the building of "demonstration" projects by the Central Authority.

During the five days of public hearings on the bill, certain modifications were suggested and the appropriation was criticized as inadequate. On the whole few pieces of major social legislation considered by Congress during the past four years seem to have commanded such united support from social agencies, organized labor, the clergy, public officials and authorities in the field of housing.

## Industrial Unrest

FEAR of labor spies on the part of workers, fear of strikes and strike violence by employers, employes and the public—this is one side of the spring scene in industrial relations. The other side shows such heartening developments as the steady, constructive work of the National Labor Relations Board, and the successful resort to arbitration in the recent elevator strike in New York City. [See *The Survey*, April 1935, page 110.]

Wage increases, substantially those asked by the union, were awarded the building service employes by Ferdinand A. Silcox, Chief Forester of the United States, who was named arbitrator when the strike was called off. Mr. Silcox's award, based on public hearings, sets minimum wages ranging from $936 to $1456 a year. He held that the first obligation of the real estate business is "to meet, upon some basis of reasonable minimum standards of wages, its labor costs."

Before a subcommittee of the Senate Committee on Labor and Education, the ugly picture of the "spy system" in certain plants and industries is being detailed. Both union and non-union workers are giving personal experience stories of their contacts with undercover men and of offers of "good pay" for information as to what fellow-employes are saying and doing about organization.

One of the most troubled areas in labor relations is in shipping, among the dock workers of both Atlantic and Pacific ports and among seamen. In San Francisco, employers have suspended relations with the stevedore's organization [see *Survey Graphic*, September 1934, page 405] announcing that they will deal with the National Longshoremen's Union, but not with the local under its present left-wing leadership. Discontent among seamen reached a point recently—where the crew of a Panama Pacific liner refused to cast off until the owners agreed to pay the West Coast wage scale. Whether these seamen were "mutineers" or merely strikers is still being argued. Not long ago the Morro Castle disaster and the general strike in San Francisco brought out disquieting facts as to working conditions along the docks and on shipboard. Continued unrest among these labor groups gives significant if less dramatic evidence of strained industrial relations, threatening serious tie-ups in both freight and passenger service unless the problems of the workers are as carefully reviewed as were the demands of the striking New York building service employes.

## Security Laws

THE principle of unemployment insurance won an important round last month when the New York law was upheld by a five-to-two decision in the highest appellate court in the state. In a forthright opinion, Chief Justice Frederick E. Crane pointed out that vast sums have been spent for unemployment relief, but that "the legislature of the state, acting after investigation and study upon the report of experts has proposed what seems to it a better plan." Judge Crane held that "whether or not the legislature should pass such a law, or whether it will afford the remedy or the relief predicted for it, is a matter for fair argument, but not for argument in a court of law." The court found that in this exercise of legislative power there was nothing which "deprives any employer of his property without due process of law or denies to him the equal protection of the laws."

How rapidly the social security current is moving is shown not only by this decision, but by the recent conference program of the American Association for Social Security. In these meetings there was a notable shift in emphasis, as compared with last year, from the securing of legislation to the problems of administering existing law. The need for adequate, trained personnel was conspicuous in discussion of both federal and state programs.

**Sixty-third National Conference of Social Work, Atlantic City, N. J., May 24-30.**
**Third International Conference of Social Work, London, England, July 12-17.**



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# The Social Front

## Security

THE first old age assistance check issued by Connecticut went to Henry E. Dorous, an Indian of Pequot and Narragansett ancestry. . . . Not the first check issued in Missouri, but the first issued to A. L. Goff, aged seventy-six, was used to purchase a license for his marriage to a widow of seventy-one, and to finance their honeymoon.

**Indiana's Program**—Legislation designed to meet all parts of the Social Security Act was recently passed in Indiana. A public health law designates the State Board of Health as the cooperating agency in public health, maternal and child welfare. A new department of public welfare is created with four divisions: Public Assistance, to administer old age and blind pensions and aid to dependent children; Children, for aid to crippled children and child welfare services, and to supervise all state child welfare work; Medical Care; Corrections. The law also creates county public welfare departments.

The unemployment compensation law provides for reserve and guaranteed employment plans and sets up an unemployment compensation division in the state treasury department.

The bills were drafted by a committee appointed by the governor, of which R. Clyde White of the economics department at Indiana University, was head.

**Two State Programs**—The Colorado state legislature in special session enacted a rounded social security plan, providing for state cooperation in old age assistance, aid to the blind and to dependent children. Only one phase—unemployment compensation—was defeated. A commission is to be appointed to study this problem. . . . Governor Earle of Pennsylvania has announced that he will call an extraordinary session of the legislature this month, to consider, among other things, social security legislation.

**Unemployment Compensation**—Mississippi's new unemployment insurance law provides for a pooled fund, with benefits set at fifty percent of wages, limited to $15 a week for twelve weeks. Employers will be assessed 1.2 percent of payrolls for the last nine months of 1936, 1.8 for 1937, 2.7 thereafter. . . . First assessments, one percent of payrolls, under the New York law were due on or before May 1, following the favorable decision on the law (see page 145). . . . The Social Security Board announces that U. S. Treasury checks for administering unemployment insurance laws have been sent to Alabama, $7814.10, and Massachusetts, $33,348.17. . . . At this writing, bills to provide unemployment compensation for transportation workers have not yet come to vote in Congress. The Wheeler-Crosser bill would give a one year "dismissal wage" to workers displaced by consolidation or contraction of railroad facilities. Joseph B. Eastman, transportation coordinator, recommends the enactment of an unemployment compensation program covering 1,564,000 workers in the rail, motor, water and air transportation industries. Benefit payments would be based on wage losses, for either complete or partial unemployment. Funds would be provided by levies on the carriers at the rates fixed in the Social Security Act.

**Townsend Plan**—Directors of the Townsend Plan, while challenging the current congressional investigation as "unwarranted and unconstitutional," announce a complete reorganization. . . . The Twentieth Century Fund, which is including the Townsend Plan in an old age security study, has released estimates showing that the proposed transaction tax would yield annually only about 16 percent of the $24 billion a year needed to pay old age pensions of $200 a month.

**Profit and Loss**—St. Louis County, Minn., reports that it saved about $10,000 in payments to needy aged during April under the Social Security Act. William Hodson, New York City's commissioner of public welfare, announced to the press that the city lost during February and March $295,452.49 through failure of the state legislature to enact measures making possible cooperation with the federal social security program.

**Child Welfare**—Seventeen of the thirty state plans for child welfare services have been approved according to an announcement by the Secretary of Labor late last month. First checks, covering federal grants for the period ending June 30, 1936, have been mailed. Estimates of the amount due each state are made by the Secretary of Labor, under the terms of the Social Security Act, following notice from the chief of the Children's Bureau that a plan has been approved. . . . The Kansas plan for child welfare services stipulates that the program for the first year shall be devoted to training workers now employed in county welfare departments. Training will include district and state institutes, reading courses, and scholarships for three months intensive work under supervision at a demonstration center in a rural county. The federal grant for the program for a year is $31,000.

## With the WPA

IF statistics are facts the statement that "we still know nothing about relief and unemployment" seems to fall down before the overwhelming compilation of figures contained in Harry L. Hopkins' report on the works program. In general the report covers the period up to January 1, though some figures are carried to March 1, with detailed accounting of the operations of each of the forty-four government bureaus and divisions touched by the Emergency Relief Appropriation Act of 1935, the combined activities of which, in relation to jobs for the unemployed, constitute the works program.

The report requires 111 out-size pages, some thirty of which are solid statistical tables, presenting figures first this way and then that, according to limitations of the Act, presidential allocation, allotment by states, and by organization units and so on. Here are summarized the findings of the relief labor inventory made last year as a guide to setting up projects, (see chart on next page) and here is shown the extent to which WPA dominates the whole works program. Of the 3,853,000 on the payroll on February 29, probably the peak, 80 percent were on WPA projects, 12 percent in Emergency Conservation Work, predominantly CCC, and 8 percent, some 355,000 workers, were on projects under the supervision of forty other federal agencies.

**City Projects**—The New York City WPA has organized a Bureau for the Physically Handicapped, Dora H. Crampton, director, which will organize projects to meet the needs of some 5000 physically handicapped persons on the relief rolls who are classified as employable. Projects will be for cardiacs and cases of arrested tuberculosis as well as for orthopedic cases, and will look toward reeducation and rehabilitation as well as employment. . . . Spring plowing got under way in New York City last month for some 5000 subsistence gardens in outlying sections. Plots are



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

available to families who are on home relief, on WPA but requiring supplementary relief, and on WPA but receiving only the minimum wage of $60.50 per month. WPA does the plowing and seeding, supplies tools and expert instruction on cultivation and harvesting, and finally cans the surplus.

**On the Job**—The monthly wage rate of some 2,600,000 WPA workers last December averaged $50.03 for the United States, varying from $26.78 in the southern region to $58.10 in the thirty-two states comprising Region I, where more than 70 percent of assigned workers were located. Only 15 percent of all assigned were on a rate of less than $30 per month; and more than 50 percent were on a rate in excess of $50. It should be noted however that these were rates, not actual payments. Owing to late assignment, sickness and other circumstances these rates exceeded, in general, the actual amounts paid.

According to a recent WPA report approximately ninety-six out of every one hundred persons engaged on its projects the country over were taken from relief rolls, and some 80 percent of the total employed in December 1935 had been assigned to unskilled labor.

The safety record on WPA projects for the first six months of their operation goes to New Jersey with a frequency rate of 9.0 lost time injuries per million man-hours. New York City comes next with a rate of 10.5. The average for the entire country was 21.7. Of the 1377 accidents in New York causing loss of time the largest number, 418, involved "injury through handling objects." Three workers were injured "by animals," one being bitten by a dog, one stung by a bee and one stung by a wasp.

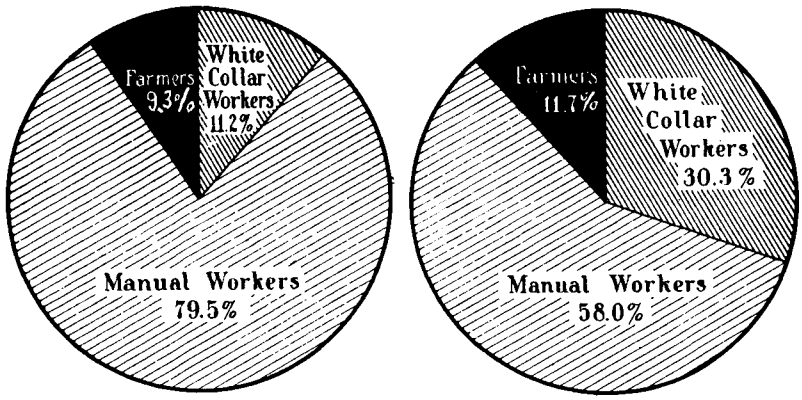
Status and Rights of Injured Relief Workers is the subject of a fully documented study by Isadore Polier, 60 Wall Street, and Frank J. Donner, Furnald Hall, Columbia University, New York. It is reprinted in a pamphlet of fifty-eight pages from the *Columbia Law Review,* April 1936. (Copies from the authors.)

**They Will Work**—The studies of reasons why relief clients failed to accept WPA employment continue to come along from the Division of Social Research of WPA. A recent one (WPA Research Bulletin, Series II, No. 16) covers thirteen cities: Atlanta, Baltimore, Bridgeport, Butte, Chicago, Detroit, Houston, Manchester, N. H., Omaha, Paterson, N. J., St. Louis, San Francisco and Wilkes-Barre. Another (Series II, No. 15) covers Toledo, Cincinnati and portions of Stark and Athens Counties, Ohio. In the thirteen cities an average of 28 percent of the total assignments did not result in placements. Failure ranged from 15 percent in Houston, Manchester and Omaha to 48 percent in Paterson, but analysis showed that in none of the cities did the number refusing to work without justifiable reason exceed one percent of the sample, and in eight cities there was not a single instance of unjustified refusal. Most of the failures to accept referral were traced to inaccurate records of employability, and of home addresses. Some 27 percent were due to physical disability.

Much the same story was found in the Ohio cities. In Cincinnati only three out of 546 cases studied actually refused to work and in Toledo seven out of 420 cases. Here as in the thirteen cities inaccurate records were responsible for many of the apparent failures to accept assignment.

**Workers on relief and total gainful workers in the U.S., age 16-64**

**Percentage distribution by occupations**




**Workers on Relief**
FERA Labor Inventory
March 1935

**Total Gainful Workers**
U.S. Census of Population
April 1930

## Jobs and Workers

BETWEEN March 1933, and December 1935, the number of persons employed in this country increased by 5,413,000 according to a report recently released by the National Industrial Conference Board (247 Park Avenue, New York). The Board compares this with President Roosevelt's estimate of 5,300,000 relief cases, which the report interprets as meaning that nearly 19 million persons or 14.8 percent of the population "are receiving relief in some form." In the opinion of the Board, "the solution of the unemployment problem must be sought not in increased output and employment in manufacturing alone but chiefly by an increase in activity in other fields."

**Strikes as Nuisances**—Based on the common law doctrine under which communities regulate nuisances, two Wisconsin cities, Milwaukee and Superior, have passed unique ordinances dealing with labor disputes. The ordinances provide that where an employer refuses to meet with representatives of a majority of his employes to bargain collectively, and the refusal causes fifty or more persons to assemble "within an area of one half acre on the streets adjacent to the . . . place of business" for an hour or more on two successive days, the employer "shall be deemed to be operating and conducting a public nuisance" if in the opinion of city officials the assemblage "constitutes a danger to life, limb or property." The officials may then declare the assemblage a public danger, give written notice to the employer and order him to close his place of business within twenty-four hours. Violation of the order to close subjects the employer to a fine of not less than $50 nor more than $300 for each day's violation, or to imprisonment for ninety days.

**Placement for Extras**—A placement service for Hollywood movie extras, recommended by the Russell Sage Foundation and organized by the industry ten years ago, "has justified itself socially as well as economically," according to the annual report of Will H. Hays, head of Motion Picture Producers and Distributors, Inc. Through the Central Casting Corporation, more than two and a half million placements have been made. Ten years ago, movie extras by the thousand "were forced to make the rounds of the studios, often located miles apart, and



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

often compelled to pay as much as 7 percent of their salaries to commercial employment agencies." Dr. Louis Bloch of the State Labor Department, who recently surveyed the work, has recommended that the Corporation's list of some 275,000 extras "be cut down to a number who might earn modest support through such work."

**Silicosis**—Two research projects are being carried on by WPA in or near Boston with a view to eliminating or curtailing effects of silica dust and of certain chemicals on industrial workers. Under one project, exhaustive tests are being made to determine the best ways of eliminating the dust hazard. The second project is a study of industrial chemicals. Findings will be made available to interested groups. . . . In New York City the Board of Health is actively studying the silicosis problem. The city has the power to compel industry to adopt preventive measures. There is a question among public authorities as to whether the city or the state should tackle the job of prevention. The State Labor Department now has control over dust hazards only in certain occupations, though a bill is pending to enable it to adopt rules for all industries, including public works. Official figures show that about 20,000 workers in New York State and 4000 in New York City are exposed to silica and other dust hazards, but there are no estimates regarding the number who have contracted silicosis. This could be determined only by periodic physical examinations, to which organized labor is opposed. . . . At the National Conference on Silicosis held recently in Washington, it was pointed out that industry is now almost without financial protection against silicosis, since few liability companies will assume a silicosis risk except at a prohibitive premium. Alfred C. Hirth of the Air Hygiene Foundation of America reported that, so far as the design and manufacture of mechanical safeguards are concerned, the dust hazard "is already on the way out." Speakers at the conference urged that the installation of dust-removing or dust-preventing apparatus be made compulsory and, in addition, that public inspectors periodically make dust counts and surveys of plants and of construction projects where dust would ordinarily be a danger to the worker.

**NRA Analysis**—A Committee of Industrial Analysis has been created by President Roosevelt to summarize the accomplishments of NRA which officially passed out of existence April 1. All NRA records, with the history of the various codes, will be available to the committee, which is expected to complete its work by January 1, 1937. Secretaries Roper, Perkins, and Wallace were named to the committee by the President. A lawyer, an economist, a representative of industry and a labor member will be added.

**Household Employment**—A second study of household employment was recently issued by the Social and Industrial Section of the World's YWCA executive committee, based chiefly on answers to questions sent to the national associations. Among the subjects treated are: the disadvantages of household work from the worker's standpoint, and its advantages as a vocation for women; housewives as employers; what is being done in various countries to improve conditions by training, group action and legislation; provisions which should be covered by a standard employment contract; the place of employment bureaus. Household employment was one of the subjects discussed in the Industrial Assembly, in connection with the national convention of the YWCA at Colorado Springs last month. (Further information from the National Board, YWCA, 600 Lexington Avenue, New York.)

**Record and Report**—The Industrial Research Department, University of Pennsylvania, has published another of the notable studies being made in cooperation with the State Employment Service: The Incidence and Duration of Unemployment Among New Applicants at the Philadelphia Employment Office, by Gladys L. Palmer. It analyzes the records of all applicants twenty years of age and over in 1934. . . . The Oregon State Relief Committee, in cooperation with FERA, has made a study of the occupational characteristics of workers on relief, under the direction of E. B. Mittelman of the University of Oregon. Among a total of more than 16,700 relief cases, from 70 to 75 percent were on relief only because of the depression.

## Personnel Practices

MORE than 13,000 employes of the City of New York, engaged in the administration of relief are still exempt from civil service requirements, though the city operates officially under civil service. The situation is created by the mandatory provisions of the State Relief Law which in 1931 declared an "emergency," an "illusion," says William Hodson, Commissioner of Public Welfare, "which is responsible for many of our troubles."

**Merit System**—Although "unfortunately unable to put the salary schedule into complete operation," the Michigan ERC, out of its two years' study and experience in personnel problems, has evolved a policy on personnel qualifications and salaries and on regulations governing appointment of county personnel. The whole system is regarded as a device for staff development to be used only until civil service is achieved. The basis of appointment of county staff is outlined and starting salaries with automatic increases and bases of promotion stipulated. Counties are grouped as A, B, C and D, with 50 percent weight for population and 50 percent weight for the average case load over the period of a year. Minimum and maximum salaries for an administrator range from $100-$200 in an A county to $200-$350 in a D county, of which, incidentally there are only four. In the lesser positions the range between the counties is much narrower. Qualifications are set forth in detail for all new administrators and social service workers. They do not apply retroactively, but in considering promotions or in effecting staff reductions they are taken into consideration. A limited number of copies of the schedules, qualifications and regulations are available from George F. Granger, 603 Bauch Building, Lansing.

**Case Loads**—A daily time-log of a fair sampling of home visitors in the Milwaukee Department of Outdoor Relief showed that it required an average of eight hours a week overtime in order to carry case loads of 140. A visitor put in an average of four hours and forty minutes every day in the clients' homes—some fourteen calls of twenty minutes each—spent an hour and fifteen minutes getting from place to place, and three hours and fifteen minutes in office work, making a total of nine hours and ten minutes instead of the "regular" seven and a half hour day. Arguing for a reorganization of staff on the basis of a case load of 100, Benjamin Glassberg, director of the department, says: "I am convinced that the heavy burden carried by the visitor has militated against efficient work, and is one of the chief reasons for the difficulties and lack of understanding which so constantly arise. If more careful work were done in the home, possible only with a smaller case load, there would be no need for three or four hundred clients coming to the office daily to see their visitors."

**Local Fight**—Parochialism won a round in New York last month when the Board of Aldermen, over Mayor La Guardia's veto, passed the Lyons bill which would automatically dismiss from the ERB staff any employe "who at the time of employment was not a citizen, actual resident and dweller in good faith in the city of New York for at least six months, if qualifying under



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the 'needs test,' and at least one year if not qualifying under the 'needs test.'" The bill would affect 372 employes, including Charlotte Carr, director of home relief. The Mayor promptly countered the Board's action by suspending the local law on the ground that it conflicted with regulations of the state TERA, which had served notice on the city that it would withhold some $6 million of state relief funds this year if the residence requirements became effective.

Latest developments include threats from politicians who favor the bill to bring legal action to balk the Mayor and rumors that the fight will now center on the TERA. Meantime the 372 "carpet baggers," some 80 percent of whom are paid less than $35 a week, remain on their jobs.

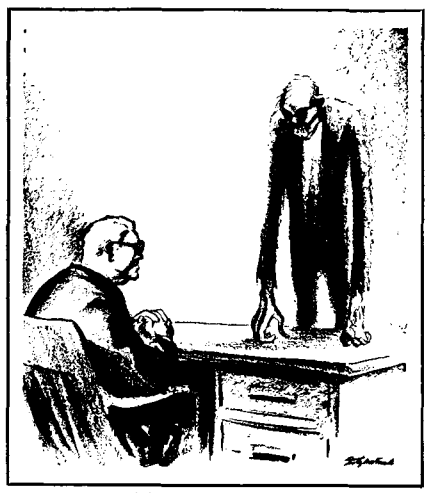
**For Study**—A generous twenty-five cents worth is the pamphlet, now in its fourth printing, Trained Personnel for Public Service, by Katherine A. Frederic, published by the National League of Women Voters, 726 Jackson Place, Washington, D. C. It discusses the merit system, its present extent and the opportunities for its improvement and offers discussion outlines and a bibliography for local groups.

## Among the States

THE Michigan ERC has ruled that the veterans' bonus payable in June must be considered as a resource in determining eligibility and need for relief. "The definite amount to be used to replace the relief grant must be determined in each case individually, but in general it is expected that not less than 50 percent of the bonus payment will be used for subsistence."

**Inaction**—All pressures have thus far failed to induce the governor of Missouri to call a special session of the legislature to replenish relief funds. When the state went out of "the business of relief" the end of March about 200,000 people were left on the rolls with small prospect, except for those in St. Louis, of any further aid except a small dole of surplus commodities. St. Louis had for its April needs $147,000 from city funds and a final allotment of $100,000 from the state, with which to care for a case load drastically cut to about 12,000. At this writing it is indicated that family allowances will drop from an average of $22 to $9 a month.

The persistent refusal of New Jersey legislators to get together on a plan for financing relief put an end in mid-April to state participation and threw back on 564 municipal overseers of the poor the business of caring for some 270,000 persons without resources. The last act of the State Relief Council was to allot its remaining funds, less than $400,000, to the localities in amounts which would carry them for about a week. On April 22 the legislature met for a brief ineffective session and adjourned for a week. At this point a group of some fifty men and women, led by the Workers' Alliance of New Jersey, moved into the capitol building with food and bedding and announced that unless forcibly ejected they would camp in the assembly chamber until the legislature got back to work and took effective action. At this writing (April 30) the legislature has turned matters over to a "board" and again recessed without providing funds. The campers, dispersing, promise to "fight with votes."



Fitzpatrick in the *St. Louis Post-Dispatch*

**"Good Morning, Governor"**

On April 15 the ERA gave its staff notice of discharge as of April 30. During the interval most of the municipalities used ERA workers to write relief orders on local funds. On May 1 this cushion between clients and local officials will be removed and the overseers will have to deal directly with the clients. Meantime the municipalities are frantically scraping the bottom of their financial barrels. A number have proposed small bond issues; Trenton, the capital, flatly refused to take responsibility; the mayor of Jersey City instructed the relief director to "use his discretion"; Paterson voted $15,000 to last four days; Camden suspended food orders for its relief families.

**Small Progress**—The new Illinois old age pension law is definitely a poor-relief measure, Joseph L. Moss, director of the Cook County Bureau of Public Welfare, recently told the Chicago City Club. In most respects its benefits will be comparable to the relief administered by the Illinois ERC. "The act provides in effect that the person must be in need, dependent upon the public for support, and without children reasonably able to help him. Any income whatsoever is deductible from the maximum of $30 a month." In Cook County the BPW is the administrative unit. Elsewhere the county judge appoints a commission of three authorized to employ necessary staff. Mr. Moss estimates that there are from 30,000 to 35,000 eligible in Cook County of whom some 20,000 are already on relief. Of about 4000 residents in private old peoples' homes possibly a third are eligible.

## Child Welfare

SPRINGING from a general and growing concern over conditions in relation to juvenile delinquency, Mayor La Guardia of New York has instituted a new social device, which is termed the Bureau of Adjustments, at the point of intake of the Manhattan Children's Court. The Bureau will decide for all children referred to it, whether they shall go before the judge or be handled by agencies other than the judicial. Whenever possible, children, instead of being arraigned immediately, will be referred for study, diagnosis and treatment by the Bureau, which will function under a new departmental Coordinating Board for Child Welfare. Cases of neglect, truancy, incorrigibility, and those in which a summons is sought for an act corresponding to an adult offense below the grade of felony automatically will go direct to the Bureau of Adjustments. A judge may refer to the Bureau any kind of case; before or after arraignment.

The Inter-departmental Coordinating Board for Child Welfare is headed by Presiding Justice John Warren Hill of the Court of Domestic Relations and includes Byrnes MacDonald, director of the Juvenile Aid Bureau in the Police Department; George H. Chatfield, director of attendance of the Board of Education; Dr. Karl M. Bowman, director of the psychiatry division of the Hospital Department; First Deputy Welfare Commissioner Harry Marsh; James V. Mulholland, supervisor of recreation in the Parks Department; Deputy Health Commissioner George T. Palmer, and Magistrate Bernard S. Kozicke. Working with them will be a representative private agency committee, headed by C. C. Burlingham, president of the New York City Welfare Council. The Bureau itself is made up of a probation officer regularly attached to the Children's Court, a representative of the Board of Education and one from the Juvenile Aid Bureau.

The Bureau will make investigations and supervise out-of-court cases, and will have at its command all the facilities of the city departments represented in the Inter-departmental Board. The present unit is an experimental one, from which it is hoped as rapidly as



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

possible to establish similar bureaus for other boroughs of the city.

## Professional

BOSTON College announces a new graduate school of social work, opening with the fall semester on September 14 and offering a two-year course leading to a master's degree. Registration this year will be limited to forty full time students. Candidates must hold an A.B. from an accredited college with evidence of undergraduate specialization in social and biological sciences. The dean of the new school is the Rev. Walter McGuinn, S. J., Ph.D., whose academic and theological studies were supplemented by three years postgraduate work at Fordham University, New York, where social studies were accompanied by a wide variety of social work activity and social research. For full information regarding the new school, address Father McGuinn, Room 304, 126 Newbury Street, Boston. Applications must be on file before June 30.

**Conclaves**—The Second International Conference on Social Policy, sponsored by the International Association for Social Progress, which met in Prague in 1924, will be held there again October 1-4, on invitation of the Czechoslovakian government. It will consider "the control of credit in the interests of the community, and organizations of workers and employers in relation to freedom of association." (Information from the International Labor Organization, 734 Jackson Place, Washington, D. C.)

The American Public Health Association will hold its sixty-fifth annual meeting October 20-23 in New Orleans. . . . The New England Health Education Association will meet at Massachusetts "Tech," Cambridge, June 5-6. . . . The Iowa Conference on Child Development and Parent Education will meet June 16-18 in Iowa City. Theme, "Education for Family Life." (Information from Dorothy E. Bradbury, State University, Iowa City, Ia.)

The Institute of Public Affairs holds its tenth session July 5-18 at the University of Virginia, Charlottesville. (Information from Garland P. Reed, at the Institute, University Station, Charlottesville.) . . . The Institute of Government will hold its eighth meeting at the University of Southern California, June 15-19. (Information from Lawrence D. Pritchard, 3551 University Avenue, Los Angeles.) . . . The American Association for Adult Education will meet in New York May 18-21.

**Summer School** — The summer quarter of the New York School of Social Work is full of stellar talent this year. Instruction is "planned primarily for persons employed in public and private agencies who wish to take a summer course," for the period June 16—August 28. New courses include: Public Assistance, by Jane Hoey, director of that function of the Social Security Board; Unemployment Insurance, by Glenn A. Bowers, of the New York State Department of Labor, and a seminar for supervisors on Supervisory Practice, by Fern Lowry. John S. Gambs, Labor Relations Advisor for WPA will give the course on Public Relief Administration, and David C. Adie, New York State Commissioner of Welfare, the one on Public Welfare Problems. Clara Kaiser will give group work courses.

**Inter-Professional**—The first national delegate convention of the Inter-Professional Association which met at Washington in March centered on two questions: what kind of social economic program can we project for the professions; and what kind of organization do we need to carry out this program. The attendance of less than a hundred was spread over twenty-six occupations—not all classifiable as professional.

**Training**—A European field course in penology for interested social workers, prison officials and teachers, has been arranged under the direction of Joseph Fulling Fishman, the dates July 11—September 5 from New York to New York. The course is designed as "a survey of crime and punishment abroad." (Full information from Edutravel, 535 Fifth Avenue, New York.) . . . The tenth annual Blue Ridge Institute, sponsored by Community Chests and Councils, Inc. for social work and health executives, will be held July 20-25. The Great Lakes Institute dates are July 27-August 1. . . .Surprise Lake Camp, a camp counselor training project of the New York YMHA and the Educational Alliance, offers a course accommodating a limited enrollment, for ten weeks starting July 1. (Information from Max Oppenheimer, Surprise Lake Camp, Cold Spring, N. Y.)

## Women in Uniform

"WITHIN reasonable limits, the prevalence of and mortality from communicable diseases decline in ratio to the number of public health nurses at work," says the Illinois State Department of Health, surveying experience in Illinois counties which do or do not enjoy the benefits of public health nursing. The Department points out that the value of public health nursing is cumulative and cannot be measured by sporadic services carried on for only a year or two, while momentum once gained also carries on, so that it is impossible to measure the loss at once when nursing service is discontinued.

**Standards**—Aims for 1935-1940 are set in minimum qualifications, professional and personal, formulated for staff and supervisory positions in public health nursing by the National Organization for Public Health Nursing. (Copies on request, NOPHN, 50 West 50 Street, New York.) . . . Qualifications for a certificate in public health nursing, as provided by law and set by the California State Board of Health, went into effect with the start of 1936. An applicant must be a registered nurse under California law. If she has completed a course in public health nursing in an approved school she may receive a certificate without examination. If she presents evidence of two years service in public health nursing in an approved organization, she may receive a certificate on passing an examination.

**Better Times**—This year adds ten Wisconsin counties to the list of thirty with public health nurses. Several of the ten had nursing service previously but in hard times were forced to abandon it. An act passed by the last session of the legislature provided aid to the extent of $1000 to counties employing a public health nurse, and gave fodder for a lively educational campaign on the part of the State Board of Health, Wisconsin Anti-Tuberculosis Association and local women's clubs and civic groups to help counties to realize their opportunity.

**Home Nursing**—The Waltham, Mass. Training School for Nurses, which some months ago adopted plans for a Postgraduate School of Home Nursing, expects to establish shortly a Nursing Service Bureau to supply many kinds of nursing service for patients sick at home. Graduate nurses will be supplied for those who require skilled nursing service, while for those not in need of expert care, or in need of it only for a short time each day, non-graduates, household helpers and "night-watchers" will be made available, working under supervision of a salaried graduate staff.

It is believed that with such assistants a single graduate nurse sometimes can take charge of the home nursing care of several patients. The fees of all who give service will be guaranteed by the Bureau, and patients will pay all or part of the cost or be cared for without charge according to their circumstances. The Bureau will serve only patients under the care of a physician. Its work



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

will not duplicate that of existing services in the community.

In announcing the plan a committee of the Waltham Training School declared, ". . . all the costs of illness, like loss from fire, ought to be met by insurance. Its coming will, in our belief, be hastened by the establishment of a Nursing Service Bureau."

## Medical Relief

MEDICAL relief in 1935 cost Wisconsin 3.7 percent of its expenditures for unemployment relief. In New York State the analogous figure was a little less than 2 percent. In both states costs per relief family were far higher in rural districts than in the cities, where facilities for the sick poor had been developed prior to the depression. In Milwaukee costs of medical relief averaged 44 cents per month per family on the relief rolls; in New York City, 40 cents per month per home relief family. Apart from Milwaukee, Wisconsin averaged for medical relief $1.58 per relief family per month, while in the New York State counties, outside the cities, the monthly average was $1.85.

New York has a Manual of Medical Care, slightly revised and in effect as of April 1936, bringing up to date state definitions and procedures in this field.

**Medical Social Workers**—Under mandate from the American Association of Medical Social Workers a committee headed by Edith M. Baker made in 1934 two detailed studies, Social Aspects of Health Problems of Public Relief Clients, summarized in recent mimeographed reports; that on Philadelphia, by Harriet M. Bartlett (71 pages. Price 35 cents.); on Four Illinois Counties, by Mary Wyser Keefer (113 pages. Price 45 cents. From the Association, 18 East Division Street, Chicago.) . . . Also from Chicago comes news of a program for convalescent care for women clients of the Illinois ERC, approved as a WPA project and supervised by Medical Relief Service. In Chicago as elsewhere facilities for convalescent care have been conspicuous by their absence.

**County Contract**—The Mahoning County, O. Medical Society has made a contract with the county commissioners to administer medical relief, using the fee schedules set up under FERA until July 15 when there will be negotiations for a new schedule. The commissioners agree not to set up clinics. The medical relief office will be under the direct supervision of physicians, supervised in turn by the Medical Society's Economics Committee. A board composed of that Committee, one dentist, one nurse, one pharmacist and one representative of the hospitals will consider any charges brought against any physician for conduct "unbecoming a physician and a gentleman" and is empowered to remove a practitioner found guilty of such conduct from the list eligible to care for the indigent sick. The duties of the medical relief office are "to be distinctly and clearly divorced" from the office of the county health officer and city health commissioners, and county commissioners are to deal only with the medical society on medical relief matters. The contract may be rescinded by either party on ten days notice.


# YOU CAN BE SURE OF THE BEST

## MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

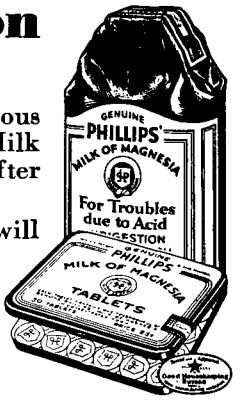
*Literature on Request*

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md

# Relieve Acid Indigestion

***ALMOST INSTANTLY THIS WAY***




People who suffer from "stomach upsets" and various forms of indigestion find quick relief in Phillips' Milk of Magnesia. Just take 2 teaspoonfuls 30 minutes after eating, and again at bedtime.

Relief will come in a few minutes. Your stomach will be alkalized—soothed. Nausea, upset distress disappear. Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.

Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.

**PHILLIPS' *MILK OF MAGNESIA***


## Health Education

NOT a new idea, but an effective one both for those who write it and those who read it is the special health supplement to the local newspaper, such as the 40-page supplement published a few weeks ago in conjunction with the Sunday edition of the New Haven (Conn.) *Register*. Articles by leaders of official and voluntary agencies, physicians, and other citizens were brought together to give New Haven an impressive picture of what is being done for health publicly and what remains to be done, and what must remain the responsibility of homes and families.

**Panoramas**—You might think that all Americans were headed for health to look at the impressive new Directory of Colleges, Universities and Professional Schools Offering Training in Occupations Concerned With Health. The Directory, compiled by Audrey O'Shea and made possible by grants of the National Occupational Conference and FERA and Connecticut ERA projects, is published by the Institute of Women's Professional Relations. (Research Headquarters, Connecticut College, New London, Conn. Price $1.) Educational facilities are classified by type of training and in each case summarize entrance requirements, degrees offered, expenses, and the like.

For teachers and students of health education comes a new Bibliography in Health Education for Schools and Colleges, compiled by Mary Ella Chayer, R.N., instructor in nursing education



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

at Teachers College, Columbia University. (Price $1.50 postpaid of *The Survey*. 100 pages.) Books, periodicals and pamphlets are listed.

Health Books, Old and New, compiled by Morris Fishbein, M.D. is the subject of a new pamphlet published by the American Library Association, (520 North Michigan Avenue, Chicago. Price 25 cents). As an experiment this listing includes not only the titles of health books which should be read but also—separately—those of books which in the compiler's judgment have become obsolete and should be removed from library shelves.

**Print and Reprint**—New and revised popular publications from the Metropolitan Life Insurance Company include: Taking Your Bearings (periodic physical examinations); Care of the Eyes; Sleep; Calling all Drivers (automobile safety); The Baby; and a food poster, For Good Health. As usual, a limited number of copies are available to health and social agencies from the office of the Welfare Division, Metropolitan Life Insurance Company, New York City. . . . From the Household Finance Corporation (919 North Michigan Avenue, Chicago) comes a new pamphlet Stretching the Food Dollar, also available on request. . . . Lay people and general practitioners are the audience for whom the New York City Cancer Committee (150 East 83 Street, New York) has started a new publication, *Quarterly Review*, price $1 a year. . . . The Illinois Society for Mental Hygiene is reprinting its 1936 series of excellent radio talks. For titles and prices, consult the Society (203 North Wabash Avenue, Chicago). . . . From the federal Office of Education comes What Every Teacher Should Know About the Physical Condition of Her Pupils, by James Frederick Rogers, M.D. (Pamphlet No. 68, price 5 cents of the Superintendent of Documents, Washington, D. C.) . . . An interesting and possibly unique manual, A Diabetic Primer for Children, has been prepared by Ella M. Coleman, assistant dietitian, and Dr. Alfred E. Fischer, chief of the children's diabetic clinic at Mt. Sinai Hospital, New York City, to enlist the intelligent cooperation of their young patients.

## Schools and Teachers

AN attempt to make "a nation-wide survey of what is going on in the minds of young people in American highschools" has been launched by a group of educators headed by James E. Mendenhall, research associate of the Lincoln School, New York. The material for the survey is to be taken from 600-word essays written by students in one thousand "key communities" attempting to define their own problems.

**Negro Education**—A study of the 1935 class of Tuskegee Institute shows, President F. D. Patterson reports, that eighty-eight out of ninety-eight graduates are at work along the special lines of training they received in the Institute. Five are enrolled for advanced university work. Only five members of the class are unemployed. . . . The U. S. Office of Education has announced a list of 192 urban and rural communities in thirty-three states in which the national survey of vocational education and guidance available to Negro young people will be conducted. [See *The Survey*, April 1936, page 115.]

**Quake-proof Schools** — California has embarked on a program calling for the rehabilitation or replacement of practically every school building in the state, to protect the lives of school children in the event of future earthquakes. The Public Works Administration has allotted approximately $40 million for the work. The new schools conform to the code drawn by architects and engineers following the disastrous 1932 quake. Surface ornaments, water tanks and wooden floors are eliminated, steel braces and expansion joints are features of the new construction.

**Current Problems**—More than fifty questions about schools and teaching are propounded by the Educational Policies Commission of the National Education Association, in a new pamphlet designed for the use of forum and discussion group leaders (1201 Sixteenth Street, N.W., Washington, D. C.). The questions cover the objectives, scope, finance, control and public relations, personnel, material, and method and content of public education. The pamphlet is arranged as a check list, and through it the Commission also hopes to secure advice as to "the issues upon which American education stands in the most immediate need of study, leadership and action."

**Massachusetts Oaths**—The Massachusetts House of Representatives voted overwhelmingly last month against the repeal of the Teachers Oath Law enacted a year ago. The vote was 133 to 88. Last year the vote for the law was 121 to 81. In three turbulent, day-long committee hearings, professors and presidents of New England colleges who spoke in opposition to the law were denounced by the legislators.

**Education of Handicapped**—A department of education of the handicapped is announced by Teachers College, Columbia University, to provide special training for teachers in this field. The experimental curricula "are based on the assumption that the different types of handicapped individuals have many common problems which may be studied in larger areas than that of a single defect." Special stress is placed on "general cultural subject matter." Opportunities for field work and practice teaching are included. Dr. Merle E. Framptom, principal of the New York Institute for the Education of the Blind will probably be the head of the new department, with Dr. Hugh Grant Rowell as adviser to students working in the field.

**Record and Report**—In Court Decisions on Teacher Tenure in 1935, the Tenure Committee of the National Education Association brings down to date a similar bulletin issued last year (1201 16 Street, N. W., Washington, D. C. Price 25 cents.) . . . In a recent bulletin the Russell Sage Foundation Library offers a selected, annotated bibliography on youth movements here and abroad, with a directory of leading American youth organizations (130 East 22 Street, New York. Price 20 cents). . . . A summary of federal expenditures for the support of various phases of education from 1933 to January 1, 1936, is available in mimeograph form from the U. S. Office of Education.

## The Public's Health

PERHAPS as returning prosperity's sooty lining, New York City is getting each month an increasing tonnage of deposits from smoke and dust. For an effective summary of studies showing what city smoke does to health and pocketbooks see *Public Health Reports* (weekly publication of the United States Public Health Service) Vol. 51, No. 1, page 15.

**Laurels**—Winners, in their respective classes, of the city and county Health Conservation Contest sponsored by the United States Chamber of Commerce are Detroit, Oakland, Syracuse, Schenectady, Brookline, and Hibbing, Minn.; among the counties, Westchester (N. Y.), Davidson (Tenn.), Shawnee (Kans.), El Paso (Tex.), Glynn (Ga.) and Santa Barbara (Calif.). One of the honorably mentioned cities, Evanston, Ill., has just received the grand prize for traffic safety offered by the National Safety Council and competed for by 800 cities. Evanston had first place among cities of its size in the 1931 Health Conservation Contest.

**Make-up in Maine**—A federal district court has upheld Maine's 1935 law which has prohibited, since the start of 1936, all sale of cosmetics not registered



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

with the State Department of Health and Welfare. The Department is authorized to refuse registration and prohibit sale of any preparations which, in its judgment, "contain injurious substances in such amounts as to be poisonous, injurious or detrimental to the person."

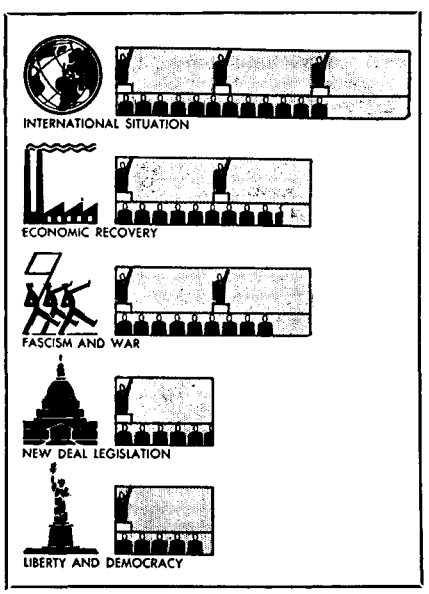
**Getting Care**—Annual physical examinations for New York City's 90,000 employes are being considered by the Municipal Civil Service Commission. Should the plan be adopted, examinations will be made by the Commission's medical staff and correction of defects will be required. Treatment in city institutions would be provided free for employes not able to pay private physicians. "We can't after all expect a $960-a-year clerk, with a wife and family, to give a great deal of consideration to his health as long as he is able to provide enough food for his family," said James E. Finegan, president of the Commission. . . . New ways of coping with sickness bills are summarized in a pamphlet, New Plans of Medical Service: Examples of Organized Local Plans of Providing or Paying for Medical Services in the United States, published by the Julius Rosenwald Fund. (On request from the Fund, 4901 Ellis Avenue, Chicago.)

**Apology**—Through a sad slip on page 55 of *The Survey* of February 15 we quoted 23.3 percent as average occupancy in six rural hospitals established through the Commonwealth Fund. That figure actually represented average number of patients. Average bed occupancy was 46.6 percent.

## Adult Education

WHAT adult education could and should mean in this country, and how it may be more adequately developed, are today matters not only of discussion but of active experiment in many public school systems and on many college campuses.

**Ten Public Forums**—Ten communities have been selected by J. W. Studebaker, U. S. Commissioner of Education, to participate as forum demonstration centers in the federal public forum project. In three of these centers, Manchester, N. H.; Monongalia County, W. Va.; Colorado Springs, Colo., twenty-five to thirty forums a week are being held. In the other seven communities, Schenectady, N. Y.; Hamilton Co., Tenn.; Wichita, Kans.; Minneapolis, Minn.; Orange Co., Calif.; Pulaski Co., Ark.; and Portland, Ore., organization plans are underway for starting forums in September. Both policies and procedures are determined by local school boards, with the advice of citizens' advisory committees. . . . Education for Democracy, a 70-page pamphlet with bibliography has been prepared by the U. S. Office of Education (Superintendent of Documents, Washington. Price 10 cents) "in response to many hundreds of requests for information about public-affairs forums." . . . Adult Education for Social Change, a handbook for group leaders has been prepared by the Swarthmore Seminar (Social Order Committee, 311 South Juniper Street, Philadelphia. Price 15 Cents).




*The most popular discussion topics in last season's public forums. Each speaking figure represents 50 forum discussions; each audience figure, 5000 people attending. Pictorial Statistics, Inc. in School Life, April 1936*

**One County Offers**—A survey of adult education facilities in Hamilton County, Ohio, made as a FERA project, is providing a helpful basis for the work of the Adult Education Council of Metropolitan Cincinnati (629 Vine Street). The survey showed nearly 40,000 students in adult classes, or about 9 percent of the non-school population over sixteen years of age. After summarizing the types of classes and the agencies sponsoring them, the study concludes with a number of recommendations, among them: an inventory of adult interests; more activities for adult Negroes; vocational guidance for employed, as well as unemployed adults; training courses in the theory and methods of adult education.

**Police School**—A school offering courses to police officers of six New York counties was a recent successful experiment at Hobart College, described in detail in a recent college bulletin by J. M. Williams, director of extension courses and organizer of the school (Geneva, N. Y.). Two two-hour sessions a week were held, October 7 to December 3, with the lectures repeated afternoon and evening. The school drew 213 students, some of whom came nearly 200 miles. The aim was "to give technical knowledge required for effective police work," which included not only such matters as "finger printing," and "patroling and observation," but also lectures on "the modern treatment of the criminal," "probation and parole," "contact with the public," "the causes of crime." Professor Williams reports that there have been many requests for a repetition of the school, and also for some "advanced courses" for graduates of the first session.

**Package Libraries**—A recent report on the loan package library service of the Wisconsin University extension division shows an increase in circulation from a few packages in 1907, when the service was started, to 10,740 last year, going to women's clubs, educational institutions, public libraries, churches in 927 Wisconsin communities. The package library, according to Almere L. Scott who runs the Wisconsin service is "a collection of the latest authoritative available information, selected to meet the specific need, whether it is a pamphlet, reprint, clipping, typewritten excerpt or a book."

**Peace Camps**—Following its successful experience of the past two years the American Friends Service Committee will conduct this summer six volunteer work camps for young adults who hold "a belief in the power of friendship and goodwill instead of confidence in force and violence . . . willing to do hard tasks cheerfully and to impose upon themselves self-discipline as a member of a camp group." Each camp has a definite work project, coupled with evening discussions of the particular social or economic problem of the community in which the camp is located. Innovations this year are the Junior Volunteer Work Camps, one for high-school boys, the other for girls. (For full information address the Camp Committee, AFSC, 20 South 12 Street, Philadelphia.)

## People and Things

PRESIDENT of the American Prison Association, president of the American Public Welfare Association, chairman of the Minnesota State Board of Control, Blanche L. LaDu found herself out of a professional job last month when Gov. Floyd B. Olson of Minnesota failed to renew her appointment to the Board of which she has been a member for fifteen years. "Politics," says



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Mrs. LaDu; "Better harmony," says the governor. The Board has credited Mrs. LaDu with introducing into the state institutions occupational therapy, modern dietetics, hygienic improvements and better facilities for handicapped children.

**Branching Out**—To give new year-round services to its member agencies, the Massachusetts State Conference of Social Work has chosen Richard K. Conant, formerly State Commissioner of Public Welfare, to fill a new post—Field and Consulting Secretary. The conference will add to its usual annual meeting, regional conferences, activities in social work interpretation, and coordinated service to agencies.

Leona Stuart Areson is a newcomer to a new job with the New York Federation of Protestant Welfare Agencies where she will be field consultant. . . . Alvin R. Guyler, who has been assistant administrator of the Pennsylvania ERB also has gone to a newly created position. He will be program director for the Public Charities Association of Pennsylvania.

The Brooklyn, N. Y. Children's Aid Society has added to its staff: Ruth Lewis Butcher, lately from the New York School of Social Work, and Elinor Smith, from the New York COS, both in the Society's bureau of counsel and reception; Augusta W. Noyce, from Darien, Conn., as a visitor for temporary boarding homes; and John H. Findley, from the staff of the Training School at Vineland, N. J. to be headmaster of the Herriman Farm School.

**Turnover** — On an eighteen-month leave of absence from teaching family casework to oncoming social workers at Western Reserve University, Florence R. Day will be regional secretary in the Great Lakes areas for the Family Welfare Association of America. . . . The Newark, N. J. Welfare Federation has filled its long vacant post of director by drafting T. Lester Swander from nearby Montclair, where he has been for a number of years executive of the Council of Social Agencies.

A "successor to success" is Donald Howard of Denver, who next fall will go to the job at the Russell Sage Foundation left vacant when Russell H. Kurtz became editor of the Social Work Year Book. As research assistant in the Charity Organization Department of the RSF, Mr. Howard, a Coloradoan, brings wide experience in research and statistics, and in teaching at the University of Denver.

American social work again gains by Germany's loss, with the arrival of Josephine Erkens, known as the outstanding woman police officer of Germany and for her progressive work in public office—under the late Social Democratic party. Miss Erkens will be connected with the Catholic Charities of Pittsburgh.

New members of the National Resources Committee include Henry S. Dennison, of Framingham, Mass. and Beardsley Ruml of New York. . . . Succeeding Louis H. Pink on the New York City Housing Authority is former State Senator Nathan Straus, recently appointed by the mayor. Mr. Pink is now New York's state superintendent of insurance.

Seattle social workers are congratulating themselves on several newcomers, notably Earl Parker who has left the Detroit Council of Social Agencies to become executive secretary of the Seattle Community Fund, succeeding John F. Hall. Mr. Hall, whose retirement was dictated by serious illness, has just returned from a long stay in Honolulu, greatly improved in health. Other newcomers are Bernice Scroggie of Chicago and Lillian Johnson of Omaha.

The new executive of the Detroit YMHA is Herman Jacobs, who has been assistant executive for the Bronx YMHA, New York. He succeeds Louis H. Sobel, now executive of the Federation Employment Service, affiliated with the New York and Brooklyn Jewish Federations. . . . Blanche Renard has retired after twenty-three years as executive secretary of the St. Louis Jewish Federation.

Grace Dick, for nine years with the Cleveland Child Guidance Clinic, is the new director of casework for the Cleveland Children's Bureau. . . . Harry Greenstein, who accumulated plaudits as State Relief Administrator of the Maryland Board of State Aid and Charities has returned to the Associated Jewish Charities of Baltimore. . . . Hirsch Kaplan has succeeded Herbert Kohn as executive director of the Federation of Jewish Charities, Nashville.

Marian McBee, recently research director of the Illinois Society for Mental Hygiene, has joined the staff of the New York State Charities Aid Association as executive of the New York City Committee on Mental Hygiene.

**Honors** — Among the twenty-four "women of achievement" singled out for special honor this year by the New York League of Business and Professional Women, were Mary K. Simkovitch of Greenwich House, Josephine Schain of the National Committee on the Cause and Cure of War, and Dr. Valeria H. Parker of the American Social Hygiene Association. . . . The Women's City Club of New York, at its recent twentieth anniversary dinner, honored Rebecca Browning Rankin, for distinguished service to the city in her sixteen years as head of the Municipal Reference Library. . . . A page of appreciation is given to Frances Taussig, executive director of the Jewish Social Service Association, New York, as a tribute from her board, in the Association's 1936 annual report.

The Alumni Association of the Graduate Schools of Columbia University recently presented a scroll of honor to Dr. Louis I. Dublin of the Metropolitan Life Insurance Company, in recognition of his achievements in vital statistics, as author, editor, statistician, actuary.

The gold medal of the American Scenic and Historic Preservation Society was awarded this year to Howard B. Bloomer, of Detroit, former chairman of the Michigan Conservation Department, for his generous gifts of parks to his state, and his aid to national park work. . . . Owen D. Young was awarded the Society of Arts and Sciences 1935 Gold Medal of Fellowship for distinguished service.

## Deaths

WILLIAM R. GEORGE, "Daddy" George to the children who passed through the institutions he founded, died last month at the age of sixty-nine at his home in Freeville, N. Y., site of the first and one of the most successful of the George Junior Republics. When Mr. George, in 1895, launched his plan for self-government in juvenile institutions it was a fresh idea in a field which had few enough of them. In practical application the idea underwent mutations, but it has persisted and in various forms has unquestionably influenced the treatment of delinquent children far and wide.

ALICE DAVIS MENKEN, prominent for years as a volunteer in social work in New York, died recently. She was particularly concerned with problems of delinquency among women and her writings on that subject are widely known. She was the sister of Michael M. Davis of the Julius Rosenwald Fund.

WERNER HEGEMANN, international authority on town planning and architecture, died last month after three years in the United States in exile from his native Germany. Dr. Hegemann has been associated with the New School for Social Research and the Graduate School of Architecture of Columbia University.

SIMON J. LUBIN, economist, scholar and outstanding citizen of California, died in San Francisco last month. The notable work he established as first chairman of the state's Commission on Immigration and Housing was described in *The Survey*, November 8, 1919.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Readers Write

## In Justice to a Lady

To the Editor: So much deserved mud has crusted the reputation of the Virgin Queen that, Raleigh-like, I must offer a cloak of truth to protect her from a current splatter.

I understand that the recent Inter-State Conference on Transients and Settlement Laws was frowned upon by a portrait of Elizabeth, inscribed, "The Queen is dead but her poor laws live on." The implication is that our settlement laws originated in the time of Elizabeth. That's wrong.

The Poor Law of 1601 did not discriminate against non-residents; it showered its parochial manna upon the destitute regardless of their geographical origin. In consequence, the wealthier and more generous parishes basked in the popularity of transient indigents. They basked for some sixty years, under three royal successors of Elizabeth and one or two protectors. It was not until Charles II bibulously occupied the throne that a cavalier Parliament saw its opportunity to tie the worker to the soil with new bonds. The Settlement Act was first passed in 1662, later to be reenacted. It was this act that restricted the obligation of the parish to its own residents, that set out how domicile within a parish was to be acquired, that instructed in the methods of removal of non-resident indigents.

Let the mud of transient boots sully the breeches of Charles II; Elizabeth's skirts are sufficiently besmirched.

Geoffrey May
*Family Service Society*
*Richmond, Va.*

## New Jobs for Old

To The Editor: In view of the general shrinkage of relief staffs perhaps readers of *The Survey* will be interested in the result of an inquiry we made to discover what had happened to the hundred odd social workers released during the past year by the county relief administration. How many of them had jobs, we asked; had their social work experience helped in securing employment; what had it added to their equipment for the new position; did they hope to return to the social work field?

Of the eighty-two who replied to the inquiry fifty-five had found jobs, seven of which proved short-lived. Thirteen had not tried to find work; fourteen had tried and failed. Of the fifty-five working, forty-one received higher pay than in the relief administration. Twenty-six of the fifty-five stated that their social work experience had been a factor in landing the new job; thirty-eight gave an unqualified "Yes" to the question, "In the work you are now doing do you consider that your social work experience has increased your ability to handle it?"

Answers to the final question, on the hope of returning to social work, indicated that job insecurity and meager salaries in the relief administration had discouraged many from looking toward social work as a career. However, thirty-three expressed the hope of return and nine reported definite plans for professional training.

Summarizing the results of this little survey, it would seem fair to conclude that persons who have had two or three years of social work experience have a better than ordinary chance of getting employment in other lines of work if they go after it and that they are likely to earn larger salaries than are paid at present by the relief administration. Employers seeking persons to fill positions that require tact and understanding of human beings are very likely to value highly social work experience as equipment for such jobs.

Wendell F. Johnson
*Director, Social Service Federation*
*Toledo, Ohio*

## Plans Must Work

To the Editor: Politicians, legislators, have been dillying and dallying for the past five years and even now they do not know what they are going to do with the relief problem after WPA is past history. Millions of workers who have been hopelessly shifted between various emergency agencies will again seek relief. Adequate statistics are available to bring out the fact that the relief problem is not a wax figure that will disappear when exposed to the warm rays of prosperity but that it has become crystallized. All recognize that the vast cost of relief is beyond the community chest appeal, that expenditure for relief must be derived through government bounty on acquired income and wealth. Predominantly rural states which do not have sufficient resources to meet their relief problem locally—though some can—must, through dire necessity, appeal to the national government. Relief still remains a cross word puzzle. Few believe pending pensions, unemployment insurance and social security plans will solve the problem.

Families who have become accustomed to life on relief, as we emerge from our economic ills will perhaps earn their own bread for periods of short duration, but we must be ever mindful that the unemployed relief client has lost "credit security." The corner grocery no longer fills the pantry shelves and puts it on the cuff. The relief client temporarily out of work—his last pay check looking like the drooping feathers of a wet rooster, his pride lost long ago—again seeks relief.

It is the obligation of all to exert every pressure to get our nation to plan, and then to work the plan, to take care of the relief burden. Herbert Vogt
*Emergency Relief Administrator*
*Rock Island County, Ill.*

## Smiles

To the Editor: Even in an employment bureau we occasionally come across a reason to smile. For example there was the letter from a trained nurse, looking for an institutional position, who wrote: "I want to combine my young son conveniently with my professional claims. I can quite easily fill a position as nurse in an institution as my son is a healthy, well-trained, clock-work baby of six months."

Then there was the applicant, a woman of forty-five with a vague looking man in tow, who had heard that institutions were engaging couples instead of supervisors. "What can you do for a cottage couple?" she asked, and added that she brought the man along for me to see because if she got a "couple job" they'd get married.

References sometimes give us a smile too, as for instance the one which said of a social worker, "Her only limitation is that she is inclined to be just a little idealistic." Gertrude R. Stein
*New York*

## Our Error

To the Editor: On page 113 of the April *Mid-monthly Survey*, under the title Meetings, you state that the "National Federation of Settlements will hold its 1936 conference at Norris, Ky., June 3-7, which is to say at Norris Dam. . . ."

Here in Tennessee we are under the impression that Norris Dam is located in Norris, Tenn., instead of Norris, Ky. Could it be that this is a typographical error or is there a Norris Dam in Norris, Ky.? William B. Jones, Jr.
*Knoxville, Tenn.*

None that we know of. Putting Norris in Kentucky was one of those slips that should never, but occasionally do, get past proof-reading eyes. Certainly everyone on *The Survey* knows that Norris and Norris Dam are in Tennessee and everyone thinks the settlements are particularly bright to hold their conference there. The Editors.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Book Reviews

## Wholly Reasonable

THE NEW SOCIAL ORDER IN AMERICA, by Guy V. Price. Brown-White Company. 241 pp. Price $2.25 postpaid of *The Survey*.

THE necessity for orientation texts in the social sciences is well recognized. So rapidly does the social scene change that new types of orientation books have to be devised constantly. This one is an effort to bring students and readers thoroughly up to date in their social outlook. It recognizes that the era of agrarianism, individualism, cut-throat competition, and nose-counting democracy is done for.

Consequently, there is a resolute effort to grapple with the responsibilities and programs of social planning. The historical background is swiftly summarized, indicating that a new era was born with the close of the World War, and especially with the great collapse of 1929. Then comes an excellent discussion of the rise of the whole notion of social planning. The problems connected with social planning in contemporary urban life, in securing world peace, in adapting education to current issues, and in introducing integrity and efficiency into democracy are intelligently analyzed.

It is about as satisfactory an introduction to our age as is likely to come from the liberal camp. It is a reasonable plea for social justice and world peace. But the world seems to be rapidly outrunning reasonable solutions of its problems.

HARRY ELMER BARNES
*New School for Social Research*
*New York*

## Knowing Ourselves

20TH CENTURY PSYCHIATRY: ITS CONTRIBUTION TO MAN'S KNOWLEDGE OF HIMSELF, by Wm. A. White, M.D. W. W. Norton. 198 pp. Price $2 postpaid of *The Survey*.

IN these Thomas D. Salmon Memorial lectures Dr. White discusses modern psychiatry and "its contribution to man's knowledge of himself."

The first lecture, on psychiatry as a medical specialty, reviews its history since the start of this century. It is characteristic of the author's perspectives that while appreciating the vital contribution of psychoanalysis to medicine, he insists that it be received critically and slowly. In every life situation, he asks, how much is hereditary and how much is environmental; how much is organic and how much functional? "Nothing, perhaps, is more characteristic of present day psychiatry than this tendency toward the unification of what had before been discreet concepts referable to separate aspects or parts of the organism-as-a-whole." Dr. White notes the value to general medicine of the psychiatric principle that a separate organ should not be saved at the expense of some creative aspect of the personality. Elsewhere he has quoted as a memorable example the case of a musician whose collarbone was set perfectly at the expense of crippling the use of the fingers about which the musician's personality had been built. The outstanding features in the recent development of psychiatry are summarized as: dynamic concepts; the concept that mental disorders uncover existing mechanisms rather than add a new element; the use of transference in therapy; the integration of psychotic with other aspects of human experience; an understanding of the human organism as reacting to unconscious material.

In the second lecture Dr. White deals with the social significance of psychiatry turning first to statistics and then to popular mental hygiene, which he follows into legal and industrial fields.

The concluding lecture considers the general implications of psychiatric thought. Few will follow all of them, but most people will follow the author further than they can follow any other interpreter. He explains that "the external world is essentially of the same nature as mental ideas" (Jeans); "that things must be explained by their significance and purpose instead of by their causes" (Schiller); "that freedom, 'elbow-room within the Universe,' is grounded in the casual independence of contemporary occasions" (Whitehead); that distinctions between mind and body are only a pseudo-problem.

A wide-reaching bibliography completes an exceedingly interesting book.

EARL D. BOND, M.D.
*Institute of the Pennsylvania Hospital*
*Philadelphia*

## Scientific Quest

THE PHENOMENA OF LIFE, A RADIO-ELECTRIC INTERPRETATION, by George Crile. W. W. Norton. 379 pp. Price $3.50 postpaid of *The Survey*.

HERE is a bold attempt to unify the far-flung speculations of molecular physics, fifty years of intensive clinical experience, and thousands of the author's own investigations in physiology and biochemistry. The lay reader is left with a strong conviction that underlying all living phenomena are fundamental relations to electrons and radiation; but the picture is not clear enough to satisfy the demand for a working model. Protoplasmic activity yields electrical phenomena; electrical energy or radiation stimulates protoplasmic activity. Undoubtedly life is related to the ultimate nature of matter and energy; and Dr. Crile's researches and speculations will keep experimenters working for years to come.

It is one of the merits of Dr. Crile's career that he has put on record everything that passed through his mind and through his hands. The disadvantage of this, however, is that a substantial part of his writings represent false starts or blind alleys. But that is in the nature of the scientific quest. Dr. Crile's guesses deserve respectful consideration because he has after all assured himself a place in the annals of the blessed, through his gifts of blood transfusion and shockless anesthesia, and through his personal achievements as a surgeon.

*New York* BENJAMIN C. GRUENBERG

## Jobs in Canada

EMPLOYMENT RESEARCH: AN INTRODUCTION TO THE MCGILL PROGRAM OF RESEARCH IN THE SOCIAL SCIENCES, by Leonard C. Marsh, Director of Social Research, McGill University. Oxford University Press. 344 pp. Price $3 postpaid of *The Survey*.

THIS book, the introduction of a series of thirty-two studies in the problems of employment and unemployment in Canada and particularly in Montreal, is a result of an extension of the social science research work of McGill University started in 1931 by a five-year grant from the Rockefeller Foundation. It presents a preliminary review of the main features of the problems together with a description of the various studies. It is also designed to serve as a source-book of the most generally needed information on employment and unemployment in Montreal and Canada. Such a study has never before been undertaken in Canada and therefore should prove of unusual interest, not only in itself, but for purposes of comparison.

The studies will include analyses of the industrial structure, trends of employment and unemployment, and the existing labor force and its constituent groups. The studies of Montreal, an industrial center in an agricultural province and with a population of which 60 percent is French-Canadian, should prove most interesting. Another group of studies deals with the diverse indigent groups found in Montreal and throughout Canada. Vocational guidance in the schools and the relationship of educational and occupational progress will be investigated. Seasonal industrial fluctuations will be studied quantitatively and technological trends noted. Comparative psychological studies of employed and unemployed men and women will be made, as well as medical studies of the unemployed. Methods of recruiting and their relations to employment adjustment; studies of unem-



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ployment and dependency problems among women; the development of Montreal industry since the war; the legal status of workers in Quebec, and various other approaches to the problems will be forthcoming.

One may agree with the director when he says that this will be but a beginning in the collection of such data in Canada, for, however large the project in hand, it invariably points to many lines for further investigation.

*New York* RICHARD P. KELLOGG

## "Unfortunate Affairs"

GIRLS ON CITY STREETS: A STUDY OF 1400 CASES OF RAPE, by Jacob A. Goldberg, Ph.D., and Rosamond W. Goldberg, Ph.D. Distributed by the American Social Hygiene Association. 384 pp. Price $2.50 postpaid of *The Survey*.

WITH the purpose of "bringing to the light of day" background situations in home and community which underlie the alarming prevalence of sex crimes against young girls, the authors have assembled 1400 case stories of anti-social sex behavior, usually involving girls under sixteen. Introductory chapters discuss general causative factors, apparently for the lay reader. Subsequently, a mass of cases is presented, a category to a chapter, with interpretative sections. Concluding sections outlining community responsibility will be useful, as will the comprehensive bibliography.

Addressed to a wide public, the book's weaknesses seem to be rooted in that orientation. In an attempt, perhaps, to lighten the stark, monotonous outlines of the case histories, there is an often ill-advised use of vernacular, and of occasional terminology relict from the old moral judgment era, in discussing these "unfortunate affairs." Such usages detract from the objectivity and effectiveness of the study, even for the general reader. It must be added that the carefully garnered facts lose much by inexpert editing. R. L.

## Conquering Death

LENGTH OF LIFE, by Louis I. Dublin and Alfred J. Lotka. Ronald Press. 400 pp. Price $5 postpaid of *The Survey*.

THEY have done it again, these two students of the numerical expression of human life, interpreters and tabulators of the convenient facts of the comings and goings of the family of man. While the memory of their Money Value of a Man is still fresh, they now tell us much about his length of life through the more recent centuries, and deal a little prophetically also.

The general reading public is addressed, at least those who think as well as read, and especially that somewhat limited group capable of using figures and keeping numbers and opinions discrete. So also sanitarians, sociologists, economists, devotees of the medical sciences, and even legislators, public administrators and servants of the commonweal, the publicists of pulpit or press room, and of course, fellow statisticians. All will be held by the force and usefulness of the matter of this book, whether considered as a source of news or stimulant to new ideas.

The chapter headings and summaries offer a liberal education in major problems of vital statistics, and guarantee a wide use of the text in class and office, college, business, or city hall. Tables and charts are presented with tact and self restraint, illuminating rather than dominating the text. The appendix with its bibliographic collection of life tables is indeed a treasure house.

The book throughout is rather a compendium of established facts than a record of new experience. There is much merit in both its manner and purpose in all but the chapters which go beyond matters of an actuarial or mathematical concern to consider Contribution of the Medical and Sanitary Sciences, Physical Impairments, and Occupational Hazards. Obviously in the eighty-eight pages devoted to these complicated medical topics only sketchy summaries of contemporary opinion can be quoted.

Superior matter, worthy form, convenience from preface to index, are qualities of the good book, and by these we measure and acclaim the volume in hand. It remains for the rest of us to do our respective parts to meet the reasonable expectations we are offered of, at least, a longer life.

HAVEN EMERSON, M.D.

*New York*

## No Slipshod Words

GROWTH—A STUDY OF JOHNNY AND JIMMY, by Myrtle B. McGraw. Appleton-Century. 319 pp. Price $3.50 postpaid of *The Survey*.

THE title, Growth, sounds as if this were a book about life, but it is not. It is a book about science—that hard, cold, glittering, sterile kind of science that bears no children. It is all right if the science of physics glitters; even chemistry can shine without alienating its clients; but the science of psychology has to be warm, velvety and fecund to get by with its public.

The book is a study of Johnny and Jimmy. I would have called them, carelessly, before reading the book, identical twins or one-cell twins and let it go at


# BOOKS FOR THE SOCIAL WORKER

*Have you read, and do you keep available for frequent "dipping into," the book Alexander Johnson called "Mary Richmond's legacy to mankind"*

**THE LONG VIEW**

PAPERS AND ADDRESSES BY MARY E. RICHMOND

*Quoted from the book:* "A knowledge of the facts is often fatal to fine writing."

"That particular form of love, which we call for lack of a better name philanthropy, needs like all the other forms of love to be strengthened and deepened by restraint."

Edited by Joanna C. Colcord and Ruth Z. S. Mann. *648 pages. $3.00*

**RUSSELL SAGE FOUNDATION**

130 East 22d Street New York, N. Y.

**Birth Control Without Contraceptives**

**The RHYTHM of STERILITY and FERTILITY IN WOMEN**

Discussion of the Physiological, Practical and Ethical Aspects of the Discoveries of Drs. K. Ogino (Japan) and H. Knaus (Austria) Regarding the Periods When Conception is Impossible and When Possible.

By LEO J. LATZ, M.D., LL.D.

100th Thousand $1.00 per copy

at bookstores or from

**LATZ FOUNDATION**

1242 Republic Building Chicago, Illinois

write your name and address on a postal card, mail it to us and we will send you our FREE PAMPHLET





PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# CLASSIFIED ADVERTISEMENTS

*Rates:* Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

## WORKER WANTED

Protestant person qualified through technical training and actual successful experience for chief case work supervisor with state-wide middle west children's agency. Must be familiar with problems incident to treatment of children in rural and urban foster families. 7355 SURVEY.

## SITUATIONS WANTED

**TEACHER-ADMINISTRATOR**
Young man, educator, seven years experience in private progressive schools, interested in bringing progressive education to a school or institution not primarily designed for the wealthy, seeks change from present post. 7356 SURVEY.

Ph.D. in Sociology with post-doctorate work in clinical psychology. Equipped for teaching sociology or service in prisons, Court of Domestic Relations, Institute of Family Relations or Social Hygiene. 7359 SURVEY.

Director Transient Bureau, former Director Children's institution; (BA), graduate New York School of Social Work ('32); member A.A.S.W., desires executive position. Wife social work training and experience, also dietitian. 7353 SURVEY.

**EXECUTIVE:** Experienced, mature college woman desires family, hospital or child welfare work. Box 7351 SURVEY.

**EXECUTIVE** of child caring institution for ten years wishes to make change. 7357 SURVEY.

**EXECUTIVE** or **MATRON**; mature woman, experience with normal, subnormal and delinquent. Also operate dining room and kitchen. 7358 SURVEY.

## FARM HOUSE FOR RENT

Old Jersey Farm House, furnished, 1½ hours by auto from New York, unusual hilltop view. 3 large and 2 small rooms, summer kitchen and porch. No plumbing. Raritan River bathing 5 minutes by auto. Express station 9 miles. $150 per year. **Eberson, 1131 Halsey Street, Brooklyn, N. Y.**

## SUMMER COTTAGE FOR SALE

St. **Huberts, New York. Adirondacks.** For sale at sacrifice, a furnished summer cottage costing $6,000. to build. Has living room, with fireplace, 4 small bedrooms, kitchen, bath, 2 large porches and a sleeping porch, 2 car garage, one acre of land, spring water, golf course near. For further details and snapshot, apply ADRIAN EDMONDS, KEENE VALLEY, N. Y.

**Your Own Agency**

**This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing, National, Non-profit making.**

*Joint Vocational Service*
**(Agency)**
**130 East 22nd Street** **New York**

## GERTRUDE R. STEIN, INC.

***Vocational Service Agency***

**11 East 44th Street** **NEW YORK**
**MUrray Hill 2-4784**

A professional employment bureau specializing in social service, institutional, dietetic, medical, publicity, advertising and secretarial positions.

## LITERARY SERVICE

Special articles, theses, speeches, papers. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

## PAMPHLETS AND PERIODICALS

Rates: 75c per line for 4 insertions

**The American Journal of Nursing** shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 50 West 50 Street, New York, N. Y.

## SUPPLYING INSTITUTIONAL TRADE

**SEEMAN BROS., INC.**

***Groceries***

**Hudson and North Moore Streets**
**New York**


that—but no such slipshod words get by with science. They are mono-orular or, even better, monzygotic twins. Well, all the book is like that. All the words we ordinarily use about folks are replaced by words that require either a knowledge of Latin or a knowledge of this particular science to be understood.

A baby's clutch for his bottle is called "reaching-prehensile behavior." When the child is tickled it is termed "cutaneous irritation." All the activities studied are classed as phylogenetic or ontogenetic behavior. You can get an idea of the literary style from that.

I read the book carefully, though with effort, hoping to be rewarded by some implication for education. I could not find any. One would not have minded this, had one been amused. To a plain ordinary educator who regards children as people in the making, the book is unrewarding. Read it at your own risk.

ELISABETH IRWIN
*The Little Red School House*
*New York*

## Education for All

CREATIVE RE-EDUCATION, by Frederick Peterson, M.D. Putnam. 112 pp. Price $1 postpaid of *The Survey*.

HERE is a fresh approach to a subject often considered technical and specialized, an approach which takes education out of the cloister and laboratory and spreads a feast of cultural possibilities before the multitude.

Dr. Peterson gives the schoolhouse, with its standard equipment, a relative, not a dominant status. In his suggested program of education for the young, re-education for the older, and development of creative intelligence for all, he quotes with approval Henry Fairfield Osborn—"The Stone Age boys of the river drifts and of the caves enjoyed the best of schooling and had advantages that most modern boys have been deprived of"—and recalls Ruskin's three fundamental purposes of education: health of body, education in gentleness and justice (character building), education for life's work. He also summarizes the major lines of learning which "would seem of importance for leading full lives." These are listed in seven categories and are entirely independent of the standard formula. A few chapter titles indicate what wealth of suggestion awaits the reader: The Hand, Interest and Enthusiasm, Occupation Therapy (which does not smell like a hospital ward), Salvaging the Young and Old (a positive thrill to us who challenged the world in the gay nineties).

Dr. Peterson has long been one of our leading psychiatrists, whose special service has been in the reeducation of patients out of invalidism. He applies his tested treatment to society—neurotic with insecurity, frustrated by failure and depleted by futile sacrifice.

If compulsion were not the most ineffective method for getting results, I should like to make this little book required reading for every teacher, parent, public official and social worker in America and a birthday gift to every youth under twenty-five.

OWEN R. LOVEJOY
*American Youth Commission*
*Washington*

## The Alderson Way

I KNEW THEM IN PRISON, by Mary B. Harris. Viking. 407 pp. Price $3 postpaid of *The Survey*.

ONE might expect to meet prisoners here but instead, one meets an administrator who in her book combines personal memoirs with a fascinating story of constructive development in penology over the past two decades, reflecting a significant change in society's attitude. Dr. Harris tells of her amazing experiences in four widely different types of women's penal institutions; experiences which, discouraging and harassing as they sometimes were, challenged her to contribute towards the abatement of inhumane administration.

At the behest of the late Katharine Bement Davis, that inspiring leader in prison reform, Mary Harris took up the work of caring for women prisoners in an institution where the surroundings were archaic and demoralizing. No doubt it was her revolt against conditions as encountered in the New York City Workhouse in 1914, and her later experiences as head of the Women's Prison and the Juvenile Home of New Jersey, that brought forth in



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

1926 the antithesis of these two institutions, the Federal Industrial Institution for Women at Alderson; the antithesis, not only in its environment, but also in its problems. Women were committed to the workhouse for a period of one day to two years, and as in all other prisons the institution was compelled to receive the same woman if she should again violate the law. At Alderson no woman serves less than one year, nor is she readmitted in case she fails to adjust to a free life; this whether her failure is due to the lack of a transitional period of adjustment from protected surroundings to the hazards of the world, or to the fact that she belongs to the group of emotionally unstable who may need renewed encouragement or protective custody.

In a penetrating and lucid analysis, Dr. Harris describes the Alderson rehabilitative activities, all based on the needs of the individual, and illustrates the goal of the program—to remold the prisoner's attitude from anti-social embitterment to a desire to be a constructive part of society.

RUTH E. COLLINS
*House of Detention for Women*
*New York*

## Run of the Shelves

OUT OF THE NIGHT. A BIOLOGIST'S VIEW OF THE FUTURE, by H. J. Muller. Vanguard. 127 pp. Price $1.50 postpaid of *The Survey*.

A LONG look ahead, such as would have intrigued H. G. Wells, to a time when mankind might sever love and reproduction, leaving the latter to be governed by purely eugenic considerations to benefit the race.

PRIVATE CIVIC AND SOCIAL AGENCIES OF CHICAGO: THEIR REPORTS AND PUBLICATIONS. 243 pp. Price $2 direct from the University of Chicago Bookstore, Chicago.

WHEN some brave soul undertakes to write the history of social work in Chicago this will be his indispensable source book. Here is the impressive list of documents of social and civic import to the city and the libraries or offices where they are available. It includes 1788 titles issued by 548 agencies. The compilation is the second portion of a project undertaken under CWA in 1934 and completed as an emergency research project by the University of Chicago.

THE BANANA EMPIRE, A CASE STUDY IN ECONOMIC IMPERIALISM, by Charles David Kepner, Jr., and Jay Henry Soothill. Vanguard. 391 pp. Price $2 postpaid of *The Survey*.

THE ethics of American Imperialism as exemplified by the United Fruit Company. It would have been a better book if the author knew more economics and had displayed a sense of relative values between some aspects of American enterprise abroad and at home. A useful book, however, because it is the first comprehensive study of the United Fruit Company, and contains a number of interesting facts. An analysis of the economics of the banana industry yet remains to be done.

THE PROBLEM OF POVERTY, by John Rustgard. Appleton-Century. 289 pp. Price $2 postpaid of *The Survey*.

A RUGGED individualist looks without pity upon the plight of the poor. His thesis, that poverty results from "natural" forces and should therefore be accepted without attempts at social adjustment, is developed to exceedingly cruel and stupid conclusions.

CUBAN SIDESHOW, by R. Hart Phillips. Cuban Press, Havana. 318 pp. Price $2.25 postpaid of *The Survey*.

AN exciting book that reads like a novel. Written by the wife of a *New York Times* correspondent in Cuba. Intimate, personal and human. The raw material of Cuban politics at its best. Anyone who wants to understand what's the matter with Cuba should read it.

INTERVIEW AIDS AND TRADE QUESTIONS FOR EMPLOYMENT OFFICES, by Lorin Andrew Thompson, Jr., and Associates. Harper. 173 pp. Price $2.50 postpaid of *The Survey*.

THIS volume, the result of a year's experimentation by the Cincinnati Employment Center in bringing up to date and adding to the Army Trade Tests developed during the World War, presents 129 tests, many as yet unstandardized, offered as "aids" to employment interviewers. Based on the premise that trade knowledge correlates highly with trade skill, the authors make no extravagant claims for the tests. The present year of experimentation and validation should add to their value.

# DIRECTORY OF SOCIAL ORGANIZATIONS

## Civic, National, International

### Child Welfare

**CHILD WELFARE LEAGUE OF AMERICA**—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

### Foundation

**RUSSELL SAGE FOUNDATION**—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Social Work Year Book, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

### Vocational Counsel and Placement

**JOINT VOCATIONAL SERVICE, INC.**—Offers vocational information, counsel, and placement in social work and public health nursing. Non-profit making. Sponsored as national, authorized agency for these fields by American Association of Social Workers and National Organization for Public Health Nursing, 130 E. 22nd St., New York City.

### New York City

**THE BIRTH CONTROL CLINICAL RESEARCH BUREAU**, 17 West 16th Street; **MARGARET SANGER**, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

### Recreation

**NATIONAL RECREATION ASSOCIATION**—315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

### Health

**THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.**—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

**NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING**—50 W. 50th St., New York. Katharine Tucker, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

**NATIONAL TUBERCULOSIS ASSOCIATION**—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

### National Conference

**NATIONAL CONFERENCE OF SOCIAL WORK**—Very Rev. Msgr. Robert F. Keegan, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-third annual convention of the Conference will be held in Atlantic City, N. J., May 24-30, 1936. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.


**?**
**Is your organization listed in the Survey's Directory of Social Agencies ? If not— why not?**





PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# The University of Chicago

## School of Social Service Administration

***Summer Quarter, 1936***

First Term, June 24-July 24
Second Term, July 27-August 28

***Academic Year 1936-37***
***Begins October 1***

*Announcements on Request*

***THE SOCIAL SERVICE REVIEW***

*Edited by* GRACE ABBOTT

A Professional Quarterly
for Social Workers.

# PENNSYLVANIA SCHOOL OF SOCIAL WORK

Affiliated with The University of Pennsylvania.

Session of 1936-1937

Complete information about the Two Year Course leading to the degree of Master of Social Work may be obtained at the School booth during the National Conference of Social Work in Atlantic City.

311 SOUTH JUNIPER STREET
PHILADELPHIA, PENNSYLVANIA

# THE NEW YORK SCHOOL OF SOCIAL WORK

**SUMMER QUARTER — TERM B**
**JULY 13 — AUGUST 28, 1936**

**Among the courses to be offered in this term are the following:**

| | |
|---|---|
| Unemployment Insurance | Glenn A. Bowers |
| Public Relief Administration | John S. Gambs |
| Social Legislation | John A. Fitch |
| Administration of Social Agencies | Clarence King |
| Community Planning for Social Work | George Warren |
| Analysis of Social Case Method | Fern Lowry |
| Family Case Work | Gordon Hamilton |
| Children in Substitute Parental Care | Ethel Taylor |
| Community Health Problems | Byard Williams |
| Probation and Parole | Winthrop D. Lane |

***Closing date for applications—May 22, 1936. Special summer catalogue sent on request.***

**122 East 22nd Street** **New York, N. Y.**

## Miss Bailey Says—Series IV

With the publication of this pamphlet, Miss Bailey celebrates her third birthday. This is the fourth of the small booklets, each of which contains eight articles written by Gertrude Springer for *The Midmonthly Survey*.

Each is priced at 30c. The set of four may be ordered for $1.00. In mixed lots, rates are as follows:

| | |
|---|---|
| 1— 3 copies | 30c each |
| 4—49 " | 25c each |
| 50—99 " | 20c each |
| 100 or more " | 15c each |

In ordering, be sure to specify the number of each which you require. Price per copy is determined by the size of the entire order. *Send requisition with check to:*

**THE SURVEY** **112 East 19 St.** **New York**

**REMINGTON**
**NOISELESS**
**PORTABLE**

For those who desire the height of portability, in a noiseless model. Weight, in the case which is provided only 15 pounds, 12 ounces.

It is a "super" typewriter for authors, professional men, librarians, and others who wish for quiet surroundings.

Finished in black enamel, and in several color combinations, on special order.

*Phone or write*

**MARY R. ANDERSON**

**112 E. 19th Street** **New York City**

*ALgonquin 4-7490*




PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# Come to Consultation Center!

## THE NATIONAL CONFERENCE OF SOCIAL WORK

*last met* in Atlantic City in 1919, during the closing days of the Paris Peace Conference, when the problems of social work (and bathing) were different.....

*will meet* in Atlantic City, 24-30 May, 1936, in what promises to be a history-making session, for discussion of the many problems of major importance which today face social work and social workers.

*For your convenience* a large consultation and exhibition room will be maintained by the Conference and by many cooperating national and local organizations in social work. Visit it for

*(Ill. Courtesy of Binney and Smith Co.)*

- REGISTRATION When you arrive.
- CONSULTATION About your problems, with experts in the various fields of social work.
- DISPLAYS Introducing you to late developments in the many branches of social work which may concern and interest you without being directly in your field.
- LITERATURE Your opportunity to examine all the recent professional literature of social work.
- SPECIAL EXHIBITS To be announced at the Conference.
- GENERAL SERVICE Information—Tickets to luncheon meetings—The "Date" Palm—Mail—A lounge for rest between meetings.

*Among the Organizations which will be represented at Consultation Center are:*

American Birth Control League
American Legion, National Child Welfare Division
American National Red Cross
American Public Welfare Association
Child Welfare League of America
Church Conference of Social Work, Federal Council of Churches
Columbia University Press
Community Chests & Councils
Episcopal Social Work Conference
Family Welfare Association of America
Girls Service League of America
Home Economics in Social Work Dept., American Home Economics Assn.
Life Insurance Adjustment Bureau
Mothers Aid Association
National Board, Y.W.C.A.
National Child Labor Committee
National Conference of Jewish Social Service
National Federation of Day Nurseries
National Federation of Settlements
National Girls' Work Council
National Probation Association
National Recreation Association
National Society for the Prevention of Blindness
Russell Sage Foundation
Social Work Publicity Council
The Survey

PRINTED BY
BLANCHARD PRESS
NEW YORK

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

# PREPARATION FOR PROFESSIONAL SOCIAL WORK

**FOR positions of responsibility and leadership in the various fields of social work, special training is essential. Following is the list of Schools which constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information about the Association address the Secretary, MISS MARION HATHWAY, University of Pittsburgh, Pittsburgh, Pa.**

ATLANTA SCHOOL OF SOCIAL WORK, Atlanta, Ga.

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research

UNIVERSITY OF BUFFALO, Buffalo, N. Y.
School of Social Work

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY, Pittsburgh, Pa.
Department of Social Work

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colo.
Graduate School, Department of Social Work

FORDHAM UNIVERSITY
803 Woolworth Bldg., New York
School of Social Service

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.

INDIANA UNIVERSITY, Indianapolis, Ind.
Training Course for Social Work

LOYOLA UNIVERSITY, Chicago, Ill.
School of Social Work

UNIVERSITY OF MICHIGAN, Ann Arbor, Michigan
Curriculum in Social Work

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Training Course for Social and Civic Work

UNIVERSITY OF MISSOURI, Columbia, Mo.
Curriculum in Public Welfare

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
Washington, D. C.

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration

PENNSYLVANIA SCHOOL OF SOCIAL WORK
Affiliated with the University of Pennsylvania,
311 South Juniper Street, Philadelphia, Pa.

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
The Division of Social Work, Graduate School

UNIVERSITY OF PUERTO RICO, Rio Piedras, San Juan, Puerto Rico
School of Social Work

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE, St. Louis, Missouri

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK, 18 Somerset St., Boston, Mass.

SMITH COLLEGE SCHOOL FOR SOCIAL WORK, Northampton, Mass.

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles, Cal.
School of Social Welfare

TULANE UNIVERSITY, New Orleans, La.
School of Social Work

UNIVERSITY OF WASHINGTON, Seattle, Wash.
Graduate School of Social Work

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work

WESTERN RESERVE UNIVERSITY, Cleveland, O.
School of Applied Social Sciences

COLLEGE OF WILLIAM AND MARY, Richmond, Va.
School of Social Work and Public Health

UNIVERSITY OF WISCONSIN, Madison, Wisconsin
Course in Social Work

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED